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TWENTY-SECOND YEAR — No. 226

international review of the red cross



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The International Committee of the Red Cross (ICRC), together with the League of the Red Cross Societies and the 128 recognized National Red Cross and Red Crescent Societies, is one of the three components of the International Red Cross.

An independent humanitarian institution, the ICRC is the founding body of the Red Cross. As a neutral intermediary in case of armed conflicts or disturbances, it endeavours on its own initiative or on the basis of the Geneva Conventions to protect and assist the victims of international and civil wars and of internal troubles and tensions, thereby contributing to peace in the world.

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COMMITTEE OF
THE RED CROSS**

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The proceedings of the Twenty-fourth International Red Cross Conference

Before the opening of the International Red Cross Conference, the League General Assembly and then the Council of Delegates held their statutory meetings, also in Manila, from 2 to 6 November.

GENERAL ASSEMBLY OF THE LEAGUE

On 3 and 4 November, the League General Assembly elected the League President, Vice-Presidents, Secretary General and Treasurer General.

Mr. Enrique de la Mata Gorostizaga, President of the Spanish Red Cross, was elected President of the League of Red Cross Societies for four years, succeeding the outgoing President, Justice J. A. Adefarasin (Nigeria).

* * *

Eight out of the nine Vice-Presidents of the League were elected the same day in accordance with the system of "fair geographical distribution", by which two vice-presidencies are assigned to each of the world's four main areas: Africa, Asia-Pacific, the Americas and Europe. The ninth post of Vice-President goes, *ex-officio*, to Switzerland, the League having its headquarters in that country.

The newly elected Vice-Presidents are: for Africa, Dr. Ali Fourati (Tunisia) and Dr. François Buyoya (Burundi); for Asia, Judge Shahabuddin Ahmed (Bangladesh) and Mr. Nihar R. Laskar (India); for Europe, Jonkheer G. Krajenhoff (Netherlands) and Mrs. Stefa Spiljak (Yugoslavia); for the Americas, Dr. Jerome H. Holland (United States) and Dr. Guillermo Rueda-Montaña (Colombia).

The post of ninth Vice-President of the League will be occupied as before by Professor Hans Haug, President of the Swiss National Society.

* * *

The Assembly elected to the post of League Secretary-General Mr. Hans Hoegh, former President of the Norwegian Red Cross, who succeeds Mr. Henrik Beer.

It renewed for a further four years the mandate of Mr. Eustasio Villanueva as League Treasurer General.

* * *

On 4 November, a new Executive Council of the League was also elected. The General Assembly chose, from among the National Red Cross and Red Crescent Societies, those who would become members of the Executive Council. This election is also based on the system of fair geographical distribution in the following way: five seats to Africa, four for Asia and Pacific, four for Europe and three for the Americas, in proportion to the number of National Societies existing in each area.

The following National Societies were elected: Benin, Egypt, Liberia, Libya, Zaire; Saudi Arabia, Australia, Japan, the Philippines; the Federal Republic of Germany, Sweden, Turkey, USSR; Brazil, Canada, Nicaragua.

* * *

The General Assembly admitted to the League membership two National Societies—the Qatar Red Crescent and the Tonga Red Cross—which were recently recognized by the ICRC. This brings the total number of members of the federation to 128 Red Cross or Red Crescent Societies.

Among other decisions of the Assembly was the approval of a development strategy for National Societies for the 1980s, which represents a turning point in Red Cross development efforts. The policy statement advocates a longterm view of development with the building of self-reliant National Societies as the ultimate goal.

The Assembly adopted a budget for the League of 13.1 million Swiss francs for 1982 and 14.3 million Swiss francs for 1983 and accepted a reduction of the quota to be paid by League members, in order to ease the financial problems facing small Societies.

The General Assembly of the League decided to hold its next session in Geneva, in 1983.

Closing of the League General Assembly

Addressing the General Assembly for the last time, the President of the League, Justice J. A. Adefarasin, made a stirring appeal for the continuation of the work of the Red Cross, "the only possible course for human dignity in a world beset by violence", he said. The outgoing President reiterated his faith in the movement which he had served to the best of his ability during his mandate at the head of the League, and assured the Assembly of his support for the Red Cross at all times.

Mr. Adefarasin extended his thanks to all the officials of the International Red Cross for their dedication and often unappreciated work. He also warmly thanked the Philippine Red Cross for the exemplary way in which the Assembly had been organized. Finally, emphasizing the fact that much still remained to be done to help mankind, the retiring President extended his best wishes to his successor, Mr. de la Mata.

* * *

The General Assembly paid tribute to the Secretary-General of the League, Mr. Henrik Beer, who was retiring. As the President of the League had proposed at the opening of the Assembly, the honorary title of "Emeritus Secretary-General" was officially conferred on him.

In the name of all the National Societies, Sir Evelyn Shuckburgh, Chairman of the Standing Commission, then presented Mr. Beer with a farewell gift, wishing him a long and happy retirement.

The President of the League, Justice Adefarasin, joined in these wishes, praising Mr. Beer's exceptional personality and dedication and the way he had inspired the entire Red Cross movement with his experience, his drive, his integrity and fair-mindedness during the thirty-three years of his career, twenty-one of them as Secretary-General of the League.

Mr. Adefarasin also announced that Mr. Beer had decided to set up a special fund that would bear his name and would be used to help families of Red Cross officials who die in service.

Deeply moved by these expressions of gratitude, Mr. Beer addressed the Assembly to express, once again, his attachment to the Red Cross, describing it as a unique and privileged organization because of its universality and, above all, because of the spirit of brotherhood which unites different peoples around the same ideals.

COUNCIL OF DELEGATES

The Council of Delegates, in which representatives of the National Societies, of the ICRC and the League take part, met on 6 November under the chairmanship of Mr. Alexandre Hay, President of the ICRC. The Council reached a number of decisions.

In particular, it decided by consensus to extend until 1983 the *Commission on the Red Cross and Peace* without changing the Commission's composition and mandate. Created in 1977 at Bucharest by the Twenty-third International Red Cross Conference in order to oversee the implementation of the Programme of Action of the Red Cross as a factor of peace, this fifteen-member commission has not yet, on its own admission, completed its work. The Commission will make proposals by consensus on its existence and future to the Council of Delegates in 1983 which will decide what action should be taken.

The Council of Delegates decided to bring to an end the activities of the *Working Group on the Emblem*. The problem of the emblem in the Red Cross movement goes back more than a century and, by its complexity, has given rise to numerous discussions. The Twenty-third International Red Cross Conference (Bucharest, 1977) had decided on the creation of a working group, with a view to finding a solution to a situation regarded as unsatisfactory. As President Hay has emphasized, the symbols of the red cross and the red crescent "are not the prerogative of a State, a people or a religion, but the sign of protection for victims in distress". A consultation of the National Societies in 1979, moreover, has shown that there are still differences of opinion regarding the coexistence of several different signs for one and the same movement. At that time, there were three signs but since the decision of the Islamic Republic of Iran to abolish the red lion-and-sun emblem and to adopt the red crescent, two signs remain.

The Council of Delegates was thus faced with the question of whether the Working Group on the Emblem should continue its research to find a solution acceptable to all or whether the *status quo* should be maintained.

After a debate, during which some thirty delegations were able to express their views, the Council of Delegates voted that the Working Group on the Emblem should not continue its work.

As a result of this vote, discussion on this subject within the movement can now be considered closed.

Several other subjects were then examined by the Council of Delegates which drew up draft resolutions for submission to the Conference in the days to follow.

THE INTERNATIONAL CONFERENCE

The Conference sat under the chairmanship of General Romeo C. Espino, President of the Philippine Red Cross. It was divided into three commissions, charged with studying various subjects on the agenda and preparing draft resolutions to lay before the plenary meeting.

Protection and Assistance Commission

This commission was presided over by Mr. D. G. Whyte (New Zealand Red Cross) and had as rapporteur Mr. V. T. Nathan (Red Crescent of Malaysia).

It heard a statement by Mr. Alexandre Hay, President of the ICRC, on the activities of the International Committee and studied various other reports relating to the Geneva Conventions and their additional Protocols, to the dissemination of international humanitarian law and the principles and ideals of the Red Cross, and to the use and protection of the emblem.

It adopted and passed on to the plenary meeting of the Conference a series of resolutions concerned with forced or involuntary disappearances, the application of the Fourth Convention in the occupied territories of the Middle East, the humanitarian activities of the ICRC in aid of victims of armed conflicts, the efforts against piracy, support for the activities of the ICRC, the wearing of identity discs by members of the armed forces, disarmament and torture.

General and Organizational Commission

The commission was presided over by Mr. M. A. Diop (Senegalese Red Cross); its rapporteur was Dr. Z. Darwish (Syrian Red Crescent).

It approved the reports on the work of the League and the statements of the ICRC on the attitude of the Red Cross regarding the taking of hostages, and on the Central Tracing Agency's role of co-ordinator and technical adviser to National Societies and governments.

In addition, the commission proposed a number of resolutions relating to the general policy of the Red Cross during relief operations in aid of refugees, to the financing of the ICRC by governments and National Societies, to the continuing co-operation of the League and the ICRC in matters of information, and to disaster relief operations.

Community Services and Development Commission

This commission was presided over by Mr. V. Semukha (Alliance of Red Cross and Red Crescent Societies of the USSR); the rapporteur was Mr. Neshnash (Moroccan Red Crescent).

The problems discussed by this commission were essentially of a technical nature and were primarily concerned with the activities of the League and the National Societies in various medico-social fields.

Several resolutions were proposed to the plenary meeting of the Conference concerning blood transfusion, health care, the handicapped, the contribution of the Red Cross to a better human environment, and the development of the National Societies within the context of national development.

Plenary meetings

All the resolutions submitted to the Conference were approved by consensus during the plenary meetings on 13 and 14 November. Only the resolution on the application of the Fourth Convention in the occupied territories necessitated a vote, obtaining 94 votes for, 2 against and 31 abstentions. Certain delegations, however, did not join in the consensus on some resolutions, especially on the resolution of support for the ICRC, mentioning its inability to act in the Western Sahara, Ogaden and Afghanistan conflicts.

Election of the Standing Commission

The Conference elected five out of the nine members of the Standing Commission of the International Red Cross. This comprises two representatives of the League, two representatives of the ICRC and five other members elected on a personal basis. The five members chosen were Dr. Ahmad Abu-Gura (Jordan), Mr. János Hantos (Hungary), Mr. Kai J. Warras (Finland), Mr. Soehanda Ijas (Indonesia) and Mr. R. J. Kane (Canada).

The Commission then elected Dr. Abu-Gura as Chairman and Mr. Hantos as Vice-Chairman.

The next International Conference

The International Conference accepted the invitation of the Swiss Government and Red Cross to hold its next assembly in Geneva, in 1986.

According to its statutes, the International Red Cross Conference meets, in theory, once every four years. The next Conference should therefore take place in 1985, but as the elections of the League are scheduled to be held that year, it was decided to make an exception to the rule and to convene the International Conference one year later. From 1986 onwards, the meetings will again take place every four years.

Official records of the Conference

The official records of the Conference will be published as customary by the Red Cross Society that hosted the Conference, namely the Philippine National Red Cross Society.

As before, this report will contain the *verbatim* record of the discussions of the Council of Delegates and the plenary sessions of the International Conference. The work of the commissions that preceded the plenary sessions will be recorded in a summary report, which will be more extensive than in the past, however, so as to provide future readers of the official records with a proper working document.

Moreover, the full text of the resolutions and decisions adopted by the twenty-fourth International Conference and the Council of Delegates is printed in the November-December 1981 issue of the *International Review of the Red Cross*.

PRESS AND INFORMATION DURING THE INTERNATIONAL CONFERENCE

Daily Bulletin

Throughout the Manila meeting, a joint team of press staff from the ICRC, the League and the Philippine Red Cross issued a "Daily Bulletin" for Conference participants. The Bulletin came out in three languages, French, English and Spanish, during the Conference itself, with an additional issue in Arabic during the League meetings and the League General Assembly.

Modest though it was, this publication proved extremely useful to all participants in the Conference.

Film projections

A series of 16-mm films were shown every day at the Conference Centre throughout the League General Assembly, the Council of Delegates and the International Red Cross Conference.

All these films had either won prizes or been highly commended by the jury of the 9th International Festival of Red Cross and Health Films last June at Varna in Bulgaria.

There were also projections of video cassettes made by the ICRC, the League or National Societies.

Three exhibitions on the International Red Cross

In the hall leading to the meeting rooms were a series of panels with photographs illustrating the Red Cross at work throughout the world.

The first panels were four-colour prints of various activities carried out by the International Red Cross (either the League, the ICRC or National Societies), such as distributions of relief to Cambodian refugees on the Khmer/Thai border, assistance to Burmese refugees in Bangladesh, repatriation of wounded Iraqi and Iranian prisoners of war, assistance to the victims of an earthquake in Nicaragua, a distribution of food in Angola, etc.

The second exhibition consisted of ninety black-and-white photographs taken by Luc Chessex of « Another Africa », far removed from the tourists' paradise, an Africa of suffering caused by conflict, drought, hunger and sickness, where Red Cross assistance raises a glimmer of hope.

The third series of photographs was taken on the occasion of the International Year of the Disabled by Martine Franck to illustrate Red Cross work in aid of disabled persons in six different countries, i.e. Brazil, India, Lesotho, Morocco, the Philippines and the United States.

Visit to the Refugee Processing Centre

On 12 November, the Philippine Government and Red Cross Society organized for the participants in the Conference a visit to the Refugee Processing Centre opened in Baatan for Indochinese refugees. The Centre is run by the Philippine Government in co-operation with the United Nations High Commissioner for Refugees. The visit, which included a tour of the premises and a show staged by the refugees themselves, was of considerable interest to all participants, who thus had an opportunity of realizing the extent and gravity of the problems facing the refugees and their countries of asylum.

Red Cross Photograph competition

On the occasion of the International Conference, the audio-visual Centre of the International Red Cross launched a « Red Cross Photograph » competition for professional photographers and will reward the best photograph(s) illustrating a Red Cross activity or operation and its principles of humanity or universality.

Professional photographers wishing to take part in the competition must present a maximum of ten black-and-white photos, size 24 × 30 cm, taken between 1 January 1981 and 15 March 1982. The topic illustrated must be either activities in one country or an international assistance operation. Each photograph must necessarily show the red cross or the red crescent.

The ICRC and the World today

*Address by Mr. Alexandre Hay,
President of the ICRC, at the opening meeting of the
Twenty-fourth International Red Cross Conference.*

Since the honour devolves upon me in my capacity as President of the International Committee of the Red Cross to take the floor at this point of the opening session of the Twenty-fourth International Red Cross Conference, I will make use of this opportunity to express all the gratitude of the ICRC to the Philippine Red Cross which, with the generous assistance of the government of this country, has prepared, organized and welcomed these sessions of the movement of the Red Cross in this marvellous setting. And I wish also to express my greetings to the people of the Philippines whose reputation for hospitality is so strikingly confirmed today.

Our meeting takes on a symbolic value in this country which has interwoven traditional values and modern ideas, in this city where the most diverse influences mix without clashing. The ideal of our movement exists in the consciences of all peoples, whatever may be their beliefs or their civilizations.

This ideal, perpetuating itself through the young, constantly provides the movement with the renewal it needs in an epoch when we are overwhelmed by the extension of conflicts and internal tensions, by the eruption of tragic situations, at a time when the means for fighting an enemy, and ideology, a belief, have been frighteningly developed: terrorism, the taking of hostages and torture are destructive mechanisms from which more and more victims have to be saved.

I would be falling short of my duty if I did not take advantage of this occasion to tell you about the concern of the ICRC in the face of these developments. The increase of violence perpetrated indiscriminately, the constant violation of basic humanitarian principles, are assuming agonizing proportions, especially in conflicts involving ideologies or race prejudice—whether restricted to one country or inter-

national—where the struggle has all the horror of total war. Just as the attempt was made, in the past, to annihilate human beings because they belonged to a certain race or a certain people, so today, a man who thinks differently seems to lose his status as a member of the human family. He becomes an “outsider”, and the principle, “Do unto others as you would have them do unto you”, no longer applies to him or to his next of kin, because ideological blindness keeps us from being able to recognize human character in him. This is the source of all terrorism: State terrorism which leads to attacking civilian populations, to the secret “elimination” of opponents, to their summary execution or their torture in prisons; group or even individual terrorism which strikes out blindly at anything within reach, women and children, natives and foreigners alike, who may have any connection, no matter how tenuous, with the enemy.

In both cases, any pretext is put forward to justify these unjustifiable actions: military imperatives, State security, and the last means resorted to by oppressed peoples. In all such cases the ICRC is aware of one element: contempt for the human race and violation of the fundamental rule of humanitarian law, that is respect for the non-combatant. What shreds of humanity can be left if our ideologies keep us from seeing the human being in our defenceless enemy, and even deform our vision so that we see an enemy in the innocent?

We are making an appeal to governments and to individuals, to those who hold power and to those who are fighting to gain this same power: while waiting for the real peace that we all hope for, we ask them that, in their conflicts, they spare the little enclaves of humanity before they are crushed in the machinery of violence that knows no limits. That is the message of Henry Dunant, and that is also expressed in the many humanitarian traditions of the various civilizations of our globe—those of the past, like those of the present, in the South as in the North, in the East as in the West.

Another matter that seriously troubles the ICRC is the invasion of politics in the humanitarian field. Many governments authorize the ICRC to intervene in case of armed conflicts, international or non-international, as well as in cases of internal tensions and strife. Even if, too often, their decision is not devoid of ulterior political motives, they generally are also influenced by honourable and humanitarian motives. In contrast, if the authorities oppose the humanitarian initiatives of the ICRC, it is almost always for political reasons alone.

Obviously, the ICRC is not blind to the political environment in which it must exercise its humanitarian tasks. Armed conflicts, whether

international or internal or mixed, are an intensified form of politics, and it is impossible to ignore this fact. The same is true of internal strife and tensions...

However, the ICRC expects governments to refrain from distorting humanitarian action by using it as a means for obtaining political goals. This attitude is not only contrary to humanitarian principles; experience has shown that it does not work. To use humanitarian action for political aims may give the illusion of settling basic problems, but actually it confuses cause and effect. When there is a sincere desire to contribute to peace, it would be wiser to look for a solution to political problems during the temporary lull provided by humanitarian action, than to try to politicize this action to produce a solution.

When it comes to interpreting international humanitarian law, we recognize the same unfortunate trend toward politicization. Much too often the ICRC finds that it has been authorized to visit military prisoners, chiefly to prove that there is an international conflict; or, on the other hand, access to prisoners may be refused because of fears (without any basis in law) that this would amount to an admission that a state of occupation or of international conflict exists. Then again, and too often, the declarations of intention to observe humanitarian rules are made principally for their propaganda value, as sometimes the total absence of any application clearly reveals. The tree is known by its fruits, and the primary interest of the ICRC is the protection of victims, and not to provide a legal definition of a conflict situation, or to specify the status of persons to be protected. Besides, the ICRC is perfectly aware that it has neither the competence nor the power to impose its views in these matters. The international community has given the ICRC its mission to provide protection and assistance, and in fulfilling this mission, the ICRC looks for possibilities of concrete action, not for itself, but for the victims, and this goes far beyond the limits of legalistic definitions. A particularly repugnant practice is to use humanitarian law itself to restrain the ICRC, when the very purpose of the law is to make humanitarian action possible...

Finally, I want to introduce a subject which is very close to my heart: the contribution of the Red Cross as a whole and the ICRC in particular to the efforts being made for disarmament.

Since the beginning of its history, the ICRC has believed that Red Cross work for the victims of conflicts goes further than the immediate aim of alleviating suffering: it is also to make a contribution towards peace. The first step toward lasting peace is disarmament, and the ICRC considers that the Red Cross movement cannot hold itself aloof from

the humanitarian problems raised by the armaments race, by the massive delivery of arms throughout the world: nor can it ignore the difficulties that assail those who work for disarmament.

Until now, the major contribution of our movement in this field has consisted in stating its deep distress in the face of a predicament which is constantly growing more dangerous, and in pleading with governments to do everything possible to end a situation which may prove fatal to the human race.

It is only honest to admit that this is not enough. But we can also clearly state that it has not been our indifference that imposed limits on this action: disarmament has been and remains at the heart of our concerns. What else would be possible for a movement that was born on a battlefield, and day after day thereafter has been the direct witness of all of war's horror?

If it has been impossible for us to act more effectively so far, it is because two major obstacles block the way.

The first is technical in nature. Problems related to disarmament, when examined in depth, call for a high degree of specialization and as a rule the various bodies of the Red Cross cannot count on the services of qualified experts. The Red Cross being always in need of funds for its traditional activities, it is hard to imagine how it could launch into costly investigations by experts without any guarantee that there would be tangible results.

The second major obstacle that bars the way to more concrete Red Cross action goes far deeper. In order to be really effective, a disarmament drive must have well-defined and concrete goals. In other words, it must go beyond the stage of general exhortations about which everybody is already in agreement, and tackle the problem of procedure. Because it is especially there that the real difficulties are encountered. All the Powers proclaim that they are in favour of disarmament, but they cannot agree on how to achieve it.

And this is precisely where our movement faces a dilemma—one that may have no solution. It is impossible for us to take specific positions on procedures to be adopted for disarmament without trespassing on the political field and so deviating from the fundamental principles of the Red Cross. Are we not all fully aware that if we took positions of a political nature, they would be doomed to failure? And finally, all that we would succeed in doing would be to shatter the backbone of our movement, its unity. How could we pay such a price, and then get nothing for it?

Now that the problem has been set in context, we want to state

very clearly how fully we understand those who refuse to be the passive witnesses of this monstrous extension of weapons in a world that is suffering from hunger. We share their feelings of frustration and we agree with them that every avenue must be explored that might enable our movement to take a more active part in the cause of disarmament while still remaining true to its principles. It is in fact a very narrow path, but have we really done everything we can to move along it?

I must admit that, at this stage, the ICRC does not see how we can do much more. But it would be unpardonable if we were to fail solely because of lack of will and imagination. Proposals have been made recently, and ideas have been presented. All of them must be analyzed with utmost care.

But even if we are forced to conclude that our movement must be limited in the future, as it has been in the past, to exhorting the States to put an end to their mad armament race, we must continue to do what we can, since that is our duty, on behalf of our members and, above all, on behalf of the countless victims of so many conflicts. But if the movement chooses to do no more, we must be certain that it is because we lack the power, but not the will.

Apart from the question of what the Red Cross movement as a whole can or cannot do in that field, there is the question about what the ICRC—and within the movement, the ICRC alone perhaps—might be able to do. Let me say here and now that the ICRC is ready and that it is open to any requests that the Powers might make, if they can agree together that we could contribute, no matter how modestly, to genuine progress in disarmament.

In conclusion, allow me to voice the ardent hope of the ICRC that the present International Conference will reaffirm our worldwide movement's humanitarian resolve before the whole international community. By remaining above politics, our movement can only strengthen its authority, its credibility and its competence. Let us have a confrontation of ideas, but let us discuss them in the spirit of understanding so that we may reach harmonious conclusions to guide our action. If this Conference is conducted in such a spirit, we will have taken one further step toward greater respect for the individual human being.

Alexandre HAY

The ICRC and the Manila Conference

Evaluation and prospects

by Jacques Moreillon

INTRODUCTION

Evaluation and prospects

An International Red Cross Conference is an ideal moment to review the present situation and look to the future. Meeting every four years and assembling as it does the governments and the entire Red Cross family (ICRC, National Societies and the League), this “supreme deliberative body of the International Red Cross”¹ reflects the concerns of the entire movement at a certain point in time. Its resolutions are a gauge of progress achieved in the various fields of Red Cross activity and an indication of the direction that activity should take in future, or in any case until the next International Conference.²

The Twenty-fourth International Red Cross Conference in Manila in November 1981 was a particularly favourable opportunity for the ICRC to reassess the position and prospects of the Red Cross in several domains. Convened as it was four years after the close of the Diplomatic Conference and after examination by the Bucharest Conference of the *Tansley Report* proposals, it marked what we consider to be an important

¹ *Statutes of the International Red Cross*, Article 1, paragraph 2.

² See: Richard Perruchoud, *Les résolutions des Conférences internationales de la Croix-Rouge*, Henry Dunant Institute, Geneva 1979. An excellent work and highly recommended to all who wish to go into this subject in greater detail. (In French only).

stage in the application of international humanitarian law, and in the attitude of the Red Cross towards problems associated in particular with the emblem, peace, refugees and the development of Red Cross Societies.

In each of these domains—and in several others—we should like to analyse the results of the Manila Conference and reflect on possible future courses of action. A number of reference texts—relating to law and principles—which are of lasting value and will serve to illustrate our comments and inspire further reflection are given at the end of this analysis.

We shall obviously leave others—and in particular the League—to make their own appraisal in fields which fall within their competence; the *International Review of the Red Cross*—which is the review for our entire movement and not only for the ICRC alone—is wide open to them. In this connection we invite everyone—the League, the National Societies, and experts expressing their opinions in a private capacity—to let us know their own analyses of this important International Conference. We shall ourselves only comment here on matters within the competence of the ICRC, and of concern to the Red Cross itself or to governments or other authorities.

Basis and limits of this study

The ICRC can act and speak first and foremost within the framework of the functions attributed to it by

- the Geneva Conventions of 1949 and their Additional Protocols of 1977,
- the Statutes of the International Red Cross,
- the Resolutions of the International Red Cross Conferences,
- its own Statutes and its tradition of more than a hundred years.

Article 6 of the *Statutes of the International Red Cross* gives the essential characteristics of the ICRC; they can be summed up as follows:

- the ICRC is an independent institution, and this independence is triply guaranteed by the fact that it is mononational, Swiss and formed by the co-optation of its members,
- the ICRC is the guardian of the fundamental principles of the Red Cross,

- the ICRC is responsible for the recognition of National Societies which fulfil the conditions laid down by the International Conference,
- the Geneva Conventions entrust specific tasks to the ICRC regarding the application of their provisions and any breaches thereof,
- the ICRC must give protection and assistance to civilian and military victims of wars, civil wars, internal strife and their direct consequences,
- the ICRC is entitled to take any humanitarian initiative in its capacity as a specifically neutral and independent institution and intermediary,
- the ICRC has a leading responsibility in the development and dissemination of knowledge of international humanitarian law,
- the International Conference may entrust mandates to the ICRC,
- the ICRC has the duty of maintaining close relations—in fields within its competence—with National Societies, governments and other authorities.

The present study will be confined to the limits set by these statutory provisions.

I. THE COUNCIL OF DELEGATES

Of the many subjects discussed by the Council of Delegates, the two which in our opinion merit particular attention are those of peace and of the emblem.

The Red Cross and Peace

The decision¹ taken on this subject by the Council of Delegates in Manila (Decision 1) is a success, but a procedural success which must not conceal the fact that a number of fundamental questions still have to be settled.

¹ The text of all the resolutions and decisions will be found in the *International Review of the Red Cross*, November-December 1981.

Let us take a look first at the successful aspects. Decision 1 of the Council of Delegates contains three points:

- the Commission on the Red Cross and Peace will continue its work in any case until 1983,
- the Council of Delegates will then devote a full day to consideration, of the Junior Red Cross Contribution to Peace,
- the Commission itself must by consensus make all proposals relative to its own future, in particular, to the Council of Delegates in 1983.

The fact that firstly the Commission and then the Council of Delegates were able to reach a consensus on these three points should be noted with satisfaction, for it represents a compromise calling for substantial sacrifices. The positive spirit in which these sacrifices were accepted deserves to be stressed.

This brings us to the important questions which were, however, left open by the third point in the Council's decision:

- will the Commission be continued after 1983 or not?
- if it is continued, what will be:
 - its nature (permanent or not)?
 - its mandate?
 - its duration?
 - its composition?
 - its proceedings?
- must a second Conference on the Red Cross and Peace be organized?

Only one of all these questions was partly answered by the Commission, which unanimously considered that if a second conference is organized it should take place within the framework of the statutory meetings of the Red Cross, probably the Council of Delegates.

Beneath the procedural aspect of these questions, however, there are basic and occasionally considerable divergences of opinion on the role which the Red Cross can or should play in promoting peace,¹ and that is where the difficulty lies.

It is therefore indispensable for the Commission to tackle these essential questions in debate within the next two years, with the hope of reaching an agreement by consensus on precise proposals, which

¹ See Jacques Moreillon: *The Fundamental Principles of the Red Cross, Peace and Human Rights*, in *International Review of the Red Cross*, July-August 1980.

must then be submitted to the Council of Delegates. Failing a consensus on all points, the Commission must be able to clearly define the areas in which agreement could not be reached, in order to prepare as well as possible for the Council debate.

The ICRC is determined to play an active and constructive part in this dialogue. It will do so with an awareness of the importance of preserving the universality of a movement which evolves with the world around it. At the same time it will steadfastly maintain respect for the principles from which this movement derives its cohesion and which are the guarantee for its existence. Within the Red Cross the promotion of peace must not serve as a vehicle for any political ideology—yet the defence of neutrality must not be a pretext for inflexible thinking. It will draw its strength in this instance, and in others, not only from its determination to accomplish a set purpose, but also from the principles of the movement and the limits which they impose.

The Red Cross emblem

It will be recalled that the Bucharest Conference (1977) set up a Working Group to examine all questions relating to the emblem.¹

This Group was unable to reach an agreement on either the form or the substance of a recommendation, and the Council of Delegates was called upon to decide whether the Working Group should continue its deliberations. The ICRC President addressed the Council, explaining why the Committee felt that the continuation of its activities should be approved.²

The majority of the Council of Delegates did not endorse the attitude of the ICRC, and it was decided (Decision 2) that the discussions of the Working Group be terminated. This was an important decision, all the more so since the work of this group represented the first in-depth discussion of the problem by the movement as a whole. The ICRC can only take note of this majority decision concluding our movement's debate on the emblem.

¹ See further on in this Review the speech delivered by Mr. Hay as chairman of the Working Group on the Emblem.

² See further on in this Review the speech on the emblem delivered by Mr. Hay as President of the ICRC.

II. THE INTERNATIONAL CONFERENCE

In his opening address the ICRC President ¹ drew attention to three points:

- the increase of indiscriminate violence,
- the politicization of the humanitarian domain,
- the role, the availability and the limitations of the Red Cross in the field of disarmament.

One of the main sources of satisfaction for the ICRC is that the Manila Conference, in its various resolutions, endorsed the ICRC's views on these three points. By so doing the movement demonstrated its determination and cohesion in domains which jeopardize not only its own future, but the very future of mankind.

We shall return to these subjects in the following analysis of the resolutions adopted by the Conference.

1. Resolutions relating to ICRC operations in the field

For the first time in an International Red Cross Conference, the ICRC Report on its activities was followed by seven resolutions, instead of the usual one or two, related to ICRC operations in the field (operational resolutions). This is simultaneously gratifying and regrettable, for whilst it is evidence of the greater importance attributed by the Conference to the ICRC's work, it also reflects the growing difficulties it is encountering in an increasingly violent world less and less inclined to respect the rules of humanity.

Operational resolutions on specific problems

Four specific problems with which the ICRC is confronted in its activities were the subject of resolutions by the Conference:

- identity discs for members of the armed forces (Resolution I),
- forced or involuntary disappearances (Resolution II),
- piracy (Resolution V),
- torture (Resolution XIV).

¹ See in this review p. 12.

The ICRC hopes that these resolutions will better enable it to accomplish its humanitarian objectives. Since these resolutions were adopted by all the States represented at the Conference, it is relying upon the governments who bear the prime responsibility for their implementation.

With regard to the identification of military personnel who died on the battlefields, it is surprising that governments send their soldiers into combat without taking the elementary precaution of providing each one with an identity disc enabling them to be identified in case they are killed. In recent conflicts the ICRC has in fact been faced with families unable to obtain confirmation of the death of a relative who has probably died in combat, but whose body has not been identified; this is not only a cause of emotional distress for the families concerned, but can also give rise to material problems (the impossibility to claim an inheritance or obtain a pension, for example), and they may suffer from the consequences for years.

With regard to forced or involuntary disappearances—a phenomenon of exceptional humanitarian gravity against which the ICRC is sometimes powerless to act—who can do more than the governments involved to ensure that such a resolution does not remain a dead letter?

With regard to piracy, it has always been, and still is, first and foremost the responsibility of the States to repress it with a severity proportionate to the heinous nature of this crime.

Finally, with regard to torture, the ICRC hopes that besides its own visits to prisoners and detainees, the community of States will adopt a convention against torture, with provisions for the effective supervision and enforcement of its application.

Operational resolutions on specific situations

Two resolutions were concerned with specific situations in which all or part of the Geneva Conventions are applicable:

- one relating to the application of the Fourth Geneva Convention in the territories occupied by the State of Israel (Resolution III),
- the other relating to the refusal to allow the ICRC access to victims of the armed conflicts of Western Sahara, Ogaden and Afghanistan (Resolution IV).

The ICRC voted in favour of these two resolutions, whilst stating its regret that the first did not include certain favourable aspects given in its Report on activities, on which the resolution was based.

Since the ICRC did not comment upon the second, which was submitted by the Red Cross Societies of Sweden ¹ and the Netherlands, neither in Commission I nor in the plenary sessions, it would like to take this opportunity of making known its opinion on this subject.

The ICRC Reports on its activities—whether annual or addressed to the Conference—give an account of what the ICRC can or cannot do in some situations to see that the Geneva Conventions are applied. They give the essential details of ICRC intervention vis-à-vis the conflicting parties and note the results—or absence of results.

For a century the International Conference confined itself to reaffirming, *in general terms*, the specific concerns of the ICRC. At Istanbul in 1969 the Conference changed its approach and declared that it shared the ICRC's concern in a *particular* situation, namely the respect by Israel of the Fourth Geneva Convention. This new practice was confirmed in Teheran in 1973 and in Bucharest in 1977.

In Manila the Conference took the same approach and extended it to cover three situations in which the ICRC had declared itself powerless to act.²

It was consequently on the basis of the ICRC Reports that the Conference,

— noting *the persistence of international or non-international armed conflicts in which the ICRC is partially or totally unable to fulfil its humanitarian tasks in situations covered by the Geneva Conventions*,

— deploring *in particular the fact that the ICRC is refused access to the captured combatants and detained civilians in the armed conflicts of Western Sahara, Ogaden and later on Afghanistan*,

— urges *all parties concerned to enable the International Committee of the Red Cross to protect and assist persons captured, detained, wounded or sick and civilians affected by these conflicts*.³

This is quite obviously a purely humanitarian resolution, which is confined to an appeal for the provisions of international humanitarian law to be respected so that the victims may receive the protection and assistance of the ICRC.

¹ See further in this review the address of the representative of the Swedish Red Cross.

² See further in this review the extract of the ICRC President's address to Commission I.

³ Resolution IV.

If it had been a question of non-conflict situations, which do not fall within the scope of the Geneva Conventions, the ICRC would not have voted for a resolution referring to one or more specific situations. In this case, however, not only do the Geneva Conventions apply, either wholly or in part, but also the ICRC—according to its own reports—is refused any access whatsoever to the victims. If in the circumstances the Conference had ignored these situations and had given its attention solely to the occupied territories of the Middle East, it would have shown partiality by neglecting in some cases what it would have stressed in another.

Thus in Istanbul in 1969 the International Conference for the first time adopted a practice in this domain which it confirmed in Teheran in 1973 and in Bucharest in 1977; in Manila it once again confirmed this practice, demonstrating that it was capable of maintaining it regardless of current political considerations. The ICRC, guardian of the fundamental principles of the Red Cross, can but rejoice.

Operational resolution of a general nature

Resolution VI relating to “Respect for international humanitarian law and for humanitarian principles and support for the activities of the International Committee of the Red Cross” is extremely important for the ICRC.

Like the preceding resolutions, this resolution is based on the *Report on the Activities of the ICRC* and shares the Committee’s concern about the failure to respect the provisions of the Geneva Conventions or humanitarian principles; it notes and regrets the limits imposed upon the activities of the ICRC not only in situations covered by international humanitarian law, but also in “internal disturbances and tensions” in which Article 6 of the *Statutes of the International Red Cross* authorizes it to offer its services; finally, and most important, it *makes a solemn appeal that the rules of international humanitarian law and the universally recognized humanitarian principles be safeguarded at all times and in all circumstances and that the International Committee of the Red Cross be granted all the facilities necessary to discharge the humanitarian mandate confided to it by the international community.*

In adopting this resolution the International Conference echoed the fears expressed by the President of the ICRC concerning the politicization of the humanitarian domain and the increase of indiscriminate violence.

May this appeal be heard by all those to whom it is addressed, and may they then act accordingly.

2. Other resolutions

Several other resolutions adopted in Manila are very important from the point of view of the ICRC, namely:

— *the encouragement to ratify the 1977 Protocols additional to the Geneva Conventions (Resolution VII).*

In this resolution the International Conference reaffirms its interest in the development and universal acceptance of international humanitarian law. It invites the States which have not yet done so to ratify or accede to the two Protocols. It invites the ICRC, in co-operation with the National Societies, to pursue its efforts to promote knowledge and universal acceptance of the two Protocols.

— *the identification of medical transport (Resolution VIII).*

This resolution is intended to improve the safety and rapidity of medical evacuations in armed conflicts. It requests the governments to approach the relevant international organizations to ensure that ships and aircraft of neutral States have adequate means of identification when assisting the wounded, the sick and the shipwrecked.

It invites governments to see in peacetime to the necessary co-ordination to improve the removal of the wounded, the sick and the shipwrecked in time of armed conflict.

— *conventional weapons (Resolution IX).*

In this resolution the Conference refers with satisfaction to the adoption in 1980 of a Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which may be deemed to be excessively injurious or to have indiscriminate effects and of its annexed Protocols, and invites States to become parties to these instruments and to apply them.

It appeals to governments to exercise the utmost care in the development of small-calibre weapons, so as to avoid an escalation in the injurious effects caused by such weapons.

It invites the ICRC to follow these questions and to keep the next International Conference informed.

— *the dissemination of knowledge of international humanitarian law and of the Red Cross principles and ideals (Resolution X).*

This resolution reminds governments of their obligation to disseminate knowledge of the principles of international humanitarian law in the various circles concerned, encourages the establishment of

joint committees to disseminate this knowledge and consisting of representatives of the appropriate ministries and of the National Red Cross and Red Crescent Societies, invites National Societies, in co-operation with the ICRC, the League and the Henry Dunant Institute, to train national officials to be responsible for dissemination, and asks the ICRC and the League to help National Societies to draw up and implement dissemination programmes.

— *international courses on the law of war (Resolution XI).*

This resolution reaffirms the necessity to familiarize members of the armed forces with the Geneva Conventions and asks the ICRC to organize international courses on these Conventions each year, or as often as possible; it requests States to send lawyers and officers of their armed forces to attend these courses and recommends that governments organize within their countries courses on the Geneva Conventions which will be conducted by instructors having followed the international courses organized by the ICRC.

— *revision of the regulations on the use of the emblem (Resolution XII).*

In this resolution the ICRC is requested to prepare a draft revision of these regulations for the next International Conference, in co-operation with the League and the National Societies. Experience has in fact shown that since 1965 the regulations could be improved in a certain number of points, and that the adoption in 1977 of the Protocols requires an adaptation of these regulations for the National Societies of States which have become parties to the Protocols.

— *promoting Red Cross: joint efforts of the ICRC and the League (Resolution XVI).*

This resolution encourages the ICRC and the League to continue their joint efforts to make known to the public at large the international nature and scope of Red Cross activities.

— *the role of voluntary service in the Red Cross (Resolution XIX).*

In this resolution the International Conference addresses to the National Societies, the League, the governments and the Henry Dunant Institute, several recommendations which are designed to promote voluntary service in the Red Cross and increase its efficiency in responding to the present-day needs of society. The Henry Dunant Institute is invited to submit its study to the next International Conference.

— *development of National Societies in the context of national development plans (Resolution XXV).*

In this resolution the governments and other governmental and non-governmental organizations are invited to co-operate with the Red Cross movement, to support its efforts to develop independent and capable National Societies in all countries.

It is of course for the League to comment on this resolution.

3. Other subjects discussed

Other resolutions were also adopted in Manila. We shall consider them here in the light of the present evaluation and prospects of the movement.

Disarmament; weapons of mass destruction and respect for non-combatants

With regard to procedure, the Manila debate must serve as a lesson of what to avoid at any future conference: it was a simultaneous and, let us admit it, very summary discussion of such important subjects as peace, disarmament, weapons of mass destruction and respect for non-combatants.

Some would prefer it if none of these subjects were raised by the International Conference. Yet the majority evidently want to have them discussed to some extent or other. In these circumstances, and since the debate is inevitable, any attempt to prevent it would only result in majority votes which would weaken the entire movement—whatever the majorities may be—and have the opposite effect of what was intended. There must therefore be better preparation of these questions, in some way or another, before discussing them at the next International Conference.

In Manila some draft resolutions submitted to Commission I were discussed and rejected by a vote. Others could not even be discussed, mainly for lack of time.

These draft resolutions—one submitted by the National Societies of Finland, France, Hungary, the German Democratic Republic, the German Federal Republic and Yugoslavia and another proposed by the Government and Red Cross of Yugoslavia¹—are included for reference in an appendix to this analysis, for we feel that they provide a basis for future discussion on the subject of Red Cross and Peace.

One favourable point merits particular attention. By adopting—with several abstentions—the text submitted by the ICRC on “disarma-

¹ See further in this review the text of the draft resolutions.

ment, weapons of mass destruction and respect for non-combatants" (Resolution XIII), the Manila Conference took a step in the right direction in response to the appeal addressed to it by the ICRC President in his opening speech. Let us hope that governments will take this into account in other fora as well, and in their negotiations and discussions on disarmament.

Red Cross aid to refugees

The resolution on International Red Cross aid to refugees (Resolution XXI) has historic importance for the movement. It is in fact the first time that the Red Cross not only defines its role for the care of refugees, but also gives directives on how these activities should be conducted both within the movement (National Societies, League and ICRC) and outside, particularly vis-à-vis the United Nations High Commissioner for Refugees (UNHCR).

In its preamble this resolution

- restates the fundamental mission of the Red Cross as summarized in its principle of humanity,
- stresses the magnitude of the refugee problem, the governments' responsibility towards them, the primary role of the UNHCR, and the possibilities available to the Red Cross to provide emergency aid for them and for displaced persons,
- reaffirms the Red Cross intent to support and collaborate with the UNHCR, and lastly,
- adopts a statement of policy for International Red Cross aid to refugees.

This statement of policy is extremely detailed and covers ten points:

- on one hand the conflict situations in which refugees are to be protected under international humanitarian law, and on the other hand the situations in which displaced persons, returnees or refugees cannot, in fact, benefit from any protection or assistance other than that of the Red Cross;
- the principles which must govern National Society actions in this field, actions which are normally of an auxiliary character;
- the need to take due account, in assistance programmes, of the comparable needs of the local population and to try and limit the presence of the Red Cross to the actual emergency period;

- the information and consultation procedure which must obviously exist among the National Societies, the League, ICRC and UNHCR, particularly when agreements are envisaged;
- the efforts to be made with governments for the resettlement of refugees;
- the specific roles of the ICRC and its Central Tracing Agency.

Financing of the ICRC

The question of ICRC financing had been discussed at all previous International Conferences. In Manila, however, it was particularly prominent in view of the substantial increase in the ordinary account expenditure of the ICRC, which rose from 22.6 million Swiss francs in 1977 (Bucharest) to 38.7 million Swiss francs in 1981, owing to a corresponding increase in ICRC activities.

Two resolutions on finance of the ICRC were adopted by the Twenty-fourth Conference. One, Resolution XVII, asks all governments to provide the ICRC with sufficient financial resources and recommends that they create a specific budget appropriation for this purpose. It also renews the mandate of the Commission for the Financing of the ICRC, to which nine National Societies belong.

The other, Resolution XVIII, which concerns the financing of the ICRC by the National Societies, was approved after a long debate in Commission II. The reason for this prolonged and animated debate was the inclusion in the text, unlike previous resolutions, of a proposed basis for calculation of contributions by the National Societies, namely that they should together cover 10% of the ICRC's regular budget.

The resolution which was finally adopted is satisfactory for several reasons: firstly it reaffirms the solidarity binding the ICRC and the National Societies; it also encourages the latter to support the ICRC in its negotiations with their governments, and it establishes a link between the total contributions of the National Societies and the ICRC's regular budget. It now remains to hope that all Societies, including those which stressed the voluntary nature of their contributions, will do their utmost to reach the targets they have set themselves.

Joint Commission on National Society Statutes

The appearance of new States on the international stage is logically accompanied by an increase in the number of Red Cross and Red Crescent Societies. We are glad to see this steady extension of our

movement, for it is a gratifying reflection of its universality. At the same time the formation of new Societies in countries with different cultural traditions, different social, economic and political systems, inevitably entails greater responsibilities for the two international Red Cross institutions, whose duty it naturally is to see that the cohesion of the International Red Cross is maintained.

This cohesion is ensured by Resolution XI of the Seventeenth International Conference (Stockholm, 1948), which lays down the conditions for recognition of new National Societies, and by Article 6 of the Constitution of the League of Red Cross Societies, which determines the conditions of admission to the federation.

With the intention of ensuring consistent compliance with these conditions by all member Societies of the International Red Cross, the Twenty-second International Conference (Teheran, 1973) requested all Societies wishing to amend their statutes to submit the proposed amendments to the League and the ICRC, and to take their recommendations into account (Resolution VI). The Joint League-ICRC Commission on National Society Statutes was then formed. In the years that followed, the Commission did not confine its activities to examining proposed statute amendments. It also dealt with requests for recognition and admission by new Societies and advised the latter in drawing up their constitutional documents.

In Manila the Twenty-fourth Conference formally approved the Commission's work (Resolution XX), and invited it to collaborate in the League's Development Programme by helping, where required, Societies seeking recognition to organize themselves in accordance with the basic principles and the conditions for recognition. It finally asked the National Societies which plan to amend their statutes to continue their collaboration with the Joint Commission by communicating the proposed amendments to the League and the ICRC.

Role of medical personnel in the preparation and execution of Red Cross emergency medical action

This resolution (Resolution XXVI) concerns the ICRC and the League and National Societies, for its purpose is to improve the efficiency of Red Cross emergency medical action for victims of armed conflicts and natural disasters.

The experience acquired in emergency medical action should be used for the training of future volunteers; the ICRC and the League, on the strength of such experience, should assist National Societies

wishing to participate in international emergency actions by providing the basic elements for their training programmes.

Use on the decision-making level of members of the health professions familiar with work in the field will also be conducive to the planning of activities well adapted to the needs and directly useful to the victims we want to help.

International Year of Disabled Persons

In the International Year of Disabled Persons it is satisfying to note that the Red Cross movement, which has developed a genuine tradition in this field, has reaffirmed its commitment to this cause (Resolution XXVII). By its very principles the Red Cross is duty bound to continue its efforts for the rehabilitation of people mutilated in war and of other disabled persons.

By suggesting the creation of a special fund for the disabled, an implicit reminder is given that efforts to help them must continue even once the year is past, and that the financial resources needed for these efforts must be assured. Let us hope that this appeal also will be heard !

4. Protection of the civilian population against the effects of hostilities

There is one question which was not the subject of a resolution, and yet it is one of very special importance for the ICRC and was stressed by its President in his report to Commission I, namely the respect of the civilian population and their protection against the effects of hostilities.

As is generally known, provisions to this effect are contained in the 1977 Protocols. What the ICRC wanted to do in Manila was to stress once again that the parties to a conflict must at all times distinguish between civilian population and civilian property on one hand and military combatants and military objectives on the other. The civilian population as such, individual civilians and property of a civilian nature should not be attacked or used to shield combatants or military objectives from attack.

The parties must, moreover, take every possible precaution in all circumstances to avoid or minimise civilian losses or damage. They

must also refrain from any attacks which may be expected to cause losses or damage which would be excessive in relation to the immediate military advantage anticipated.

The ICRC intends to reaffirm these provisions whenever necessary, and reserves the right to take any steps liable to guarantee or improve respect for them.

5. The next International Red Cross Conference

The next International Red Cross Conference will be held in Geneva in 1986. It will be the task of the Standing Commission to draft the agenda, but a number of comments, based on our experience in Manila, can already be made for future reference.

It would be desirable for governments to be more closely associated in the preparation and smooth running of the conference, particularly in the subjects and commissions of most direct interest for them.

The next Council of Delegates, which will probably meet in 1983, should have more time for its work, quite apart from the day planned to be devoted to the Red Cross and Peace. In Manila the Council of Delegates' agenda was so full, as it was incidentally in Bucharest in 1977, that the Council could do little more than take note of the reports submitted to it. This should be taken into account for the Councils of Delegates held between two International Conferences.

One subject was mentioned once or twice, but never really fully discussed during the Conference, namely the part played by the Red Cross in promoting respect for human rights. This is a fairly new aspect, which merits thorough consideration and discussion by the entire movement. It would for example be useful to try and define before the next International Conference whether the various component parts of the Red Cross can help to promote respect for human rights, and if so, which rights and by what means. Initial consideration of this subject should take place between the ICRC and the League. Any such consideration must, however, like that of the Red Cross contribution to peace, make due allowance not only for the changing world in which our movement pursues its activities, but also for the limitations inherent in the objectives and means of the Red Cross in general and of its various component parts in particular, for these limitations are all too real.

6. Gratitude

The role of the host Society in making an International Conference a success can never be emphasized enough. It would be unthinkable to mention the Manila Conference without repeating our profound gratitude to the Philippine Red Cross, to which we all owe so much. It is largely due to the efforts of this National Society that the Twenty-fourth International Red Cross Conference will remain memorable for each and every one of us, for its organization, the conclusions reached and the spirit which prevailed.

Jacques Moreillon

*Member of the ICRC Directorate
Director for General Affairs*

Documents of the Manila Conference

In the following pages we publish a number of documents relating to the Manila Conference. It appeared desirable to make them available to International Review readers without delay, in view of the importance of the subjects dealt with and of their lasting interest. Moreover, because of the very full agenda before the Council of Delegates and the International Conference itself, the time devoted to some items and to their preparatory projects was too short for examination with all the care they deserved. That is why the Review is publishing them now.

THE QUESTION OF THE EMBLEM ¹

Statement by Mr. Alexandre Hay, in his capacity as Chairman of the Working Group on the Emblem

Ladies and Gentlemen,

It is in my capacity as Chairman of the Working Group on the Emblem that I have the privilege of addressing you, to draw some conclusions on the four years of work done by this Group, which was set up by the Council of Delegates in Bucharest in 1977. In Report CD/5/1, submitted by the ICRC and the League of Red Cross Societies, is an account of the various stages in the Working Group's discussions and the results of the questionnaire sent to National Societies. My purpose therefore is only to remind you, very briefly, of the essential issues you must bear in mind before coming to any conclusion about the question submitted to you in the Report: "Does the Council of Delegates

¹ Council of Delegates.

wish the Working Group to continue its study of the emblem question ? If so, can the Council of Delegates indicate to the Working Group in what direction its study should be oriented ?”

The Working Group, composed of nine National Societies, the ICRC, the League and the Henry Dunant Institute, was given the task of studying all questions relating to the emblem and reporting to the Twenty-fourth International Red Cross Conference. The Council of Delegates, meeting in Bucharest, decided that the recommendations of the Working Group should be adopted by consensus.

Our Group has met six times. After determining the shortcomings of the present situation, it decided to use as a basis for its discussion the four proposals put forward by Mr. Tansley, namely:

- to return to the original symbol;
- to adopt a single new symbol;
- to use the original symbol as the dominant one, and permit each National Society to add its own in conjunction with the original symbol;
- to admit further symbols without limitation up to the number of National Societies.

After discussion, the Working Group decided to focus on the idea of a combined emblem and to submit to National Societies of the movement several variants to this solution. It was also suggested that the status quo be maintained, which some members of the Group preferred to any other option.

The consultation of National Societies carried out in 1979 showed a divergence of views within our movement on the question of the emblem. Although admittedly the replies came in before the Islamic Republic of Iran decided to discard the red lion and sun and adopt the red crescent, they nevertheless reflect a variety of opinions, which you will find in the Working Group's report.

As you no doubt realized in reading this document, the Working Group itself is divided. The majority of its members is in favour of the status quo and of dissolving the Working Group, considering that it would be not only useless but dangerous for the unity of the movement to continue along the same course. A minority within the Group wishes to pursue its work, because it considers that the present situation, even though the number of emblems in use is less than before, is unsatisfactory, and the Group should not give up trying to reach a solution.

The Working Group has not succeeded in reaching a consensus agreement on a recommendation, either as regards the substance or the procedure. It is now up to the Council of Delegates to decide whether or not it wishes to renew the mandate of the Working Group. This is a major decision, and before it is taken, I invite all delegations who so wish to express their opinion on the matter. I shall be taking the floor again later, in my capacity as President of the ICRC, to explain to you the position adopted by the International Committee.

Before concluding my statement, I should like to thank all the members of the Working Group for the constructive spirit in which they undertook the extremely delicate task entrusted to them. For four years now we have been openly discussing and reflecting on the question of the emblem, which touches the sensitive chord in all of us and is extremely important not only for our movement but for the safety of all persons protected by the Geneva Conventions.

I hope that during the discussion I shall now open, we shall bear in mind the fact that the emblem worn by each of us is not the privilege of any one State, people or religion, but a sign of respect for wounded and defenceless victims and a token of solidarity with human beings in distress.

Address by Mr. Alexandre Hay, in his capacity as President of the ICRC

Ladies and Gentlemen,

Please allow me to add a few words, as President of the International Committee of the Red Cross, to my introductory speech as Chairman of the Working Group on the Emblem. In my first speech I described the proceedings of the Working Group and the deadlock it had reached. I should now like to explain the position of the ICRC itself on the question posed to the Council of Delegates.

At the suggestion of the ICRC and the League, the Council of Delegates decided, in Bucharest in 1977, to establish the Working Group on the Emblem. Both institutions, confronted directly by the problems raised by the state of the emblem issue in the Red Cross movement, considered it essential to urge the Red Cross as a whole to undertake at last and for the first time a thorough study of this highly delicate and important question.

Since that time there has been one change: the Islamic Republic of Iran decided in 1980 to adopt the red crescent instead of the red lion

and sun. This is a step towards the unity of the sign; we appreciate that step, the importance of which we recognize.

There is no denying, however, that it does not entirely settle the question of the emblem; there are, in particular, three fundamental reasons for this:

- First, although it is better for our movement to have two emblems rather than three, two is still too many for a movement that aims to be universal and whose unity should be reflected by a single symbol. Every one of us has surely been struck, when trying to explain that our movement uses two emblems, by the surprise and bewilderment on the faces of our public. The plurality of signs seems to show that the movement has had a setback and been unable to transcend religious, ideological and philosophical differences.
- Secondly—and this is particularly true since the use of the red lion and sun was discontinued—the coexistence of the two emblems of the red cross and the red crescent may give the false and unfortunate impression that our movement has two poles, a Christian one and an Islamic one, and that all other religious or lay modes of thinking are ruled out. Fortunately, many countries do not attach religious significance to the red cross. Nevertheless, the religious connotation attributed by some to the red cross and the red crescent remains a problem: it weakens the protective value of the emblem, and it may appear to favour two religious communities.
- Thirdly, the ICRC and several National Societies are concerned about the situation of the Magen David Adom in Israel. That Society cannot be recognized by the ICRC, and thus become a member of the International Red Cross, since it uses an emblem which is not recognized by the first Geneva Convention of 1949, the red shield of David.

I mentioned to you earlier that the ICRC considers that a single symbol should reflect the unity of the movement. While this is not possible in present circumstances, we must realize that it may seem discriminatory to some and contrary to our principles that the Magen David Adom is not recognized. Indeed, that Society is a member State of the international community which has signed and ratified the Geneva Conventions of 1949 and which has not been spared by conflict, that Society, as I was saying, is not a member of our movement because at least part of its people feel they cannot identify with the emblems we like to consider and actually call universal.

Our movement does not serve the interests of any one State or people, but those of suffering human beings. It therefore should be present in all countries and benefit all mankind.

For the three reasons I have mentioned, the *status quo* is not good enough and the ICRC may not be satisfied with it on the assumption that it is the lesser evil. The Committee therefore wishes the Working Group to continue its work. It is aware of the difficulty of the task assigned to the Group and of the fact that to continue discussion does not offer only advantages, but it retains the hope that a solution acceptable to all will eventually be found. I stress the "acceptable to all" for, as you know, the ICRC is not trying to impose a solution on the movement. It has the greatest respect for the existing signs and for the attachment to them demonstrated by the National Societies and people of the countries where they are displayed. It made this clear in its letter of 8 April 1980 to the Working Group. That letter is quoted in the report you have before you.

Let us therefore take the time to try to find together a solution transcending the differences between us. Let us not leave for future generations the burden which weighs on our shoulders. Let us have the courage to continue the thinking we have begun, conscious of the responsibility we bear. Such is the opinion of the International Committee of the Red Cross.

HUMANITARIAN ACTIVITIES FOR VICTIMS OF ARMED CONFLICTS ¹

Extract of the report on ICRC activities by ICRC President A. Hay

I am not going to try to detail what the Red Cross has done during the past four years to bind up the physical and moral wounds, to feed the starving, to house the homeless, and to comfort the families that have been split up: our annual reports and the half-yearly report for 1981 (copies of which you have received) adequately cover these matters. Instead, I am going to put the emphasis on what we were not able to accomplish: the major obstacles that thwarted us, the blockages that barred our way, and the failures we sustained—failures which, in the

¹ International Conference, Commission I.

last analysis, should be felt by the very powers that invested the ICRC with the authority it exercises in protecting, defending and aiding victims of armed conflicts, which is to say by virtually all of the countries of the world: the 150 States parties to the 1949 Geneva Conventions.

As matters stand, the situation now prevailing in Afghanistan, following upon the upheavals which are shaking that country, continues to be a matter of deep concern to the ICRC. In spite of constantly renewed appeals to all the parties engaged in the military conflict, in spite of the repeated assurance that it wished to act on behalf of all of the victims—both civilian and military—the ICRC has not been authorized since June 1980 to exercise from Kabul its activities of protection and assistance. On the other hand, we are carrying on our medical aid to Afghan refugees in Pakistan.

When it comes to the conflict in the western part of the Sahara, where the ICRC has been involved since 1975, there has been a suspension, for much too long a time, of our activities under the Geneva Conventions. In spite of the fact that all the parties involved were contacted many times, the ICRC has not been allowed to visit the Moroccan and Mauritanian prisoners held by the Polisario Front since 1976; and it has not been able to visit Algerian and Polisario Front prisoners held by the Moroccans since 1978.

The ICRC faced unsurmountable obstacles in the Ogaden conflict, too, as well as in its consequences. All the initiatives attempted since 1977 in Somalia to develop protection and tracing activities have had absolutely no results so far.

In the Eritrean conflict too, the ICRC is unable to work: it is not permitted to visit any prisoner captured by either party, most of whom it has not visited for several years...

Address by Mr. Anders Wijkman, of the Swedish Red Cross Society

Mr. Chairman,

It is within the Statutes of the International Conference that it—and I quote—“may not deal with political matters nor serve as a forum for a political debate”. I am in full agreement with these Statutes. Yet it is also a tradition for the Conference to adopt, when it considers it necessary, resolutions on specific situations in which the Geneva

Conventions apply, namely in armed conflicts—whether of an international or an internal character—or even, what is more and more often the case today, in what is called “internationalized non-international armed conflicts”. In other words, traditionally, any situation in which the Geneva Conventions apply may be the object of a resolution from this Conference. But the matter should be dealt with in a non-political way, concentrating on the humanitarian aspects of the situation discussed.

From reading the ICRC reports since the last Conference in Bucharest and from listening to the impressive speech given here in Commission I by President Hay, one can see that there are three situations of armed conflicts where the ICRC has been unable to act for a long time. This is the Western Sahara, the Ogaden and Afghanistan. In other similar situations, we see from the reports that the ICRC has been able to exercise at least partially its humanitarian action. However, in Western Sahara, the Ogaden and Afghanistan, the Committee has not been able at all to carry out its traditional tasks.

As already mentioned, Mr. Chairman, there is one common denominator in all these three situations. They are armed conflicts. We do not want, from our delegation, to qualify in detail whether they are solely international, internal or mixed armed conflicts. But one cannot deny that they are, in terms of the Conventions, armed conflicts. Whether all or part of the Conventions apply in these situations, we also wish to leave open. We wish to stay on strictly humanitarian grounds.

Being confronted with this evidence of three armed conflicts in which the ICRC cannot at all exercise the humanitarian mandate which the Geneva Conventions have entrusted to it, we ask ourselves: Can this Conference stay silent? Can it avoid expressing its concern? Our answer is: We do not think so. We think that we owe it to the dignity of our movement and, more than anything, we owe it to the victims of these conflicts, not only to express our concern but also to encourage all interested parties to let the ICRC do for these victims its traditional and conventional work of protection and assistance. In all these three conflicts large numbers of people are being wounded, killed or detained. No protection or assistance has been extended to all these people. We know that there are prisoners on both sides in each of the three situations. These prisoners cannot be visited today and most of them have not been visited before. Some of them have been detained for more than five years. Still worse, most of the families of these prisoners do not know today anything about their fate. They do not know whether they are alive or whether they are dead, simply because information has not been given on who is kept in detention.

This is, Mr. Chairman, the background for submitting a draft resolution to the Conference through this Commission. The draft resolution reads as follows:

“The XXIVth International Conference of the Red Cross,

noting the persistence of international or non-international armed conflicts, in which the ICRC is partially or totally unable to fulfil its humanitarian tasks in situations covered by the Geneva Conventions,

deploring in particular the fact that the ICRC is refused access to the captured combatants and detained civilians in the armed conflicts of Western Sahara, Ogaden and later Afghanistan,

urges all parties concerned to enable the International Committee of the Red Cross to protect and assist persons captured, detained, wounded and sick and civilians affected by these three conflicts.”

As everyone will have noted, Mr. Chairman, this text avoids qualifying the armed conflicts as international or not. It avoids naming the parties which are militarily engaged. It avoids blaming anyone specifically. It only notes that humanitarian law applies to these situations. It states the fact that the ICRC is unable to do its work and that this should no longer be the case. It is a “victim oriented” resolution, which points at no one except at those who, in these conflicts, suffer without the protection and assistance which the Geneva Conventions invite the ICRC to bring to them.

Previous to this discussion, I have been approached by a number of delegates and specifically by someone from West Africa who said that the concept “Western Sahara” may be looked upon as not totally acceptable to them. They would have liked to have the wording “Western Sahara and South Morocco”. Mr. Chairman, by naming Western Sahara, of course, we refer to the conflict in this area and for clarification, I would be willing to accept to add “South Morocco”.

Lastly, to us in the Swedish Red Cross Society, it is evident that if we want governments, armed forces and soldiers as well as the general public to respect the Geneva Conventions in the future, we have to react when these Conventions are not respected. We cannot sit idle, because then the Conventions would not be worth the paper they are printed on. The same can of course be said for other humanitarian oriented conventions such as the UN Convention on Human Rights.

It is a fact, however, that in many cases when there do exist allegations that the respective Conventions are not being respected, we cannot

verify the correctness of these statements. This is not the fact in these three situations. The ICRC's reports as well as Mr. Hay's speech the other day speak for themselves.

Last, Mr. Chairman, it is our sincere hope that this resolution will be adopted by unanimity. Thank you very much.

RED CROSS AND PEACE ¹

Draft Resolution :

Red Cross and Peace

The National Red Cross Societies of Finland, France, German Democratic Republic, Federal Republic of Germany, Hungary and Yugoslavia,

hoping that the discussions of the International Red Cross Conference on the Red Cross and Peace will lead to unanimous agreement,

considering that the Third Regional Conference of European National Red Cross and Red Crescent Societies, held in Budapest in May 1981, unanimously adopted a document on the Red Cross contribution to peace,

propose that Recommendation No. 1 of that Conference be accepted by Commission I, under its agenda item No. 6, as a draft resolution for the plenum of the International Conference.

Third Regional Conference of European Red Cross and Red Crescent Societies

Budapest, May 1981.

Recommendation No. 1

Red Cross and Peace

The participants in the IIIrd Regional Conference of European Red Cross and Red Crescent Societies have exchanged their experiences relating to the implementation of the Programme of Action of the Red

¹ Council of Delegates.

Cross as a factor of Peace adopted in its final form at the Council of Delegates, at Bucharest in 1977.

The IIIrd Regional Conference of European Societies therefore declares that:

- by the implementation of the Programme of Action of the Red Cross as a factor of Peace, the Red Cross can contribute to comprehension between peoples, to the preservation of peace, to the progress of international understanding, to disarmament and to the prevention of war;
- the work of the Commission on the Red Cross and Peace will contribute to increase the efficacy of the Red Cross as a factor of peace;
- the Commission should carry forward its work in a spirit of tranquility, free from any considerations alien to the principles governing the Red Cross.

The Conference also reaffirms that:

- the Red Cross fulfils its mission in the service of peace through dissemination of the ideals and the principles which inspire it and through its continuing action throughout the world;
- the Red Cross is a pacific, active, efficient, and thus, pacifying organization. By its principles, by its humanitarian action, and by other interventions foreseen in its statutes, and all international agreements, it thus contributes to the maintenance of peace;
- the Red Cross must stand aside from disputes and rivalries between States;
- the direct, unshakable and irreversible relationship which exists between respect for Red Cross principles and the reconciliation of man with man, reaching beyond any contradictions or divergences which may divide them, is a powerful factor for peace and the preservation thereof.

Therefore the Conference:

- expresses the wish that the Commission on Peace continues its work, with the same mandate and composition;
- supports the Red Cross Commission on Peace in its efforts to take into consideration the experience of National Red Cross Societies, the League of Red Cross Societies and the International Committee of the Red Cross in the implementation of the Programme of Action, so that, on that basis, it may devise practical initiatives to further encourage the action to promote peace.

Finally, the Conference expresses the wish that the entire International Red Cross movement support with its moral authority the efforts made by States in the field of disarmament in relation to both conventional weapons and weapons of mass destruction.

Draft resolution submitted by the Government and the Red Cross of Yugoslavia

Peace and disarmament

The XXIVth International Conference of the Red Cross,

Considering that the present acceleration of the arms race, in particular nuclear arms, threatens peace and security in the world,

Having in view world efforts in particular in the United Nations in which a "World Disarmament Campaign" has been launched, for ceasing the arms race and achieving disarmament,

In view of the Final document of the special session of the General Assembly of the United Nations on disarmament, which in points 104 and 106 invites non-governmental organizations concerned to make their contribution to efforts for disarmament in the field of dissemination of information and education for disarmament and peace,

Recalling that in the Programme of Action of the Red Cross as a Factor of Peace it was stressed that the Red Cross movement should strongly support efforts to limit the arms race and to promote disarmament,

Considering that the Red Cross, in conformity with its fundamental principles of humanity, can help to bring about the necessary climate for further progress in the field of disarmament,

Considers that the Red Cross movement, in conformity with all its fundamental principles and specific role, should participate actively in the efforts of the world community to achieve genuine and effective disarmament, and to safeguard peace,

Requests the International Committee of the Red Cross and the League of Red Cross Societies to direct the Commission on the Red Cross and Peace to study and to submit to the Council of Delegates proposals for a programme of Red Cross activities in favour of disarmament.

INTERNATIONAL COMMITTEE OF THE RED CROSS

Ratification of the Protocols by the Republic of Korea

On 15 January 1982, the Republic of Korea deposited with the Swiss Government an instrument, dated 28 December 1981, signifying the ratification by the Republic of Korea of Protocols I and II additional to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of International and Non-International Armed Conflicts, signed on 12 December 1977.

The instrument was registered on 15 January 1982 and the Protocols, in accordance with their provisions, will enter into force for the Republic of Korea on 15 July 1982.

This latest ratification brings to twenty the number of States parties to Protocol I and eighteen to Protocol II.

Ratification of the Protocols by Switzerland

Switzerland deposited the instruments, dated 11 February 1982, signifying its ratification of the Protocols I and II Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International and Non-International Armed Conflicts, signed on 12 December 1977.

The instruments were registered on 17 February 1982 and the Protocols, in conformity with their provisions, will enter into force for Switzerland on 17 August 1982.

The instrument of ratification of Protocol I contains two reservations and a declaration whereby « Switzerland recognizes, in conformity with article 90 (2) of Protocol I, by right and without special agreement as regards any other High Contracting Party accepting the same obligation, the competence of the International Fact-Finding Commission to enquire into allegations made by any such other Party ».

This ratification brings to twenty-one the number of States parties to Protocol I and nineteen the number of States parties to Protocol II.

EXTERNAL ACTIVITIES

Africa

Southern Africa

In December 1981, Mr. Roger Santschy, in charge of the Southern Africa sector at ICRC headquarters, Geneva, visited the ICRC delegations in Mozambique, the Republic of South Africa, Namibia and Zimbabwe, with the purpose of taking stock of ICRC activities in those countries.

Republic of South Africa

The ICRC delegation continued to provide assistance, in the form of food parcels and travel vouchers, to the families of detainees or to ex-detainees who had been released. A total of 400 families received aid from this programme during December.

A Soviet prisoner was visited by ICRC delegates and an ICRC doctor for the third time in November and again on 30 December.

Namibia

The ICRC's protection activities in Namibia cover various categories of prisoners.

During the period 4 to 12 November, three ICRC delegates and an ICRC doctor visited persons captured in the course of military operations in southern Angola. For some prisoners, it was their first contact with the ICRC, but for the majority, it was the second time they were visited by ICRC delegates. The delegation is continuing its efforts to gain access to Swapo prisoners captured during the fighting.

On 26 November, an ICRC delegate visited 7 convicted security prisoners.

Between 15 and 25 December, a new series of visits was carried out. The ICRC delegates saw 86 Angolan prisoners of war, 5 of whom were wounded, 117 persons detained by the South African Army in Mariental, and 10 convicted security prisoners. In addition, 3 persons awaiting trial, detained for security reasons, were visited for the first time. During these visits, family messages were handed to the prisoners of war and all the prisoners or detainees visited received a Christmas parcel.

All the visits were carried out in accordance with the ICRC's standard procedures.

Lesotho

In November, an ICRC delegate went to Maseru in order to re-establish contact with the National Red Cross Society and the government authorities. Talks were held with senior officials of the Prime Minister's office and of various ministries, with the object of obtaining authorization to carry out visits to political detainees in accordance with the ICRC's standard procedures. A memorandum was handed to the authorities, who promised that a reply would be delivered in due course to the ICRC.

Angola

In November and December, the provision of medical aid, distributions of food by the ICRC and the execution of its nutritional rehabilitation programme continued in the Planalto region, despite the logistical problems raised by the onset of the rainy season.

At the end of October, there were 58 food distribution centres in Katchiungo and in the surrounding area. During October, a total of 190 tons of food was distributed to about 30,000 persons. This figure represents the highest amount of relief supplied in any one month since the beginning of the operation.

On 10 November, three ICRC delegates set out to make a survey of the needs in southern Angola. They visited first Cahama, Chiange and the hospital at Chiulo, where they left medicines and dressings, blankets, powdered milk and feeding bowls. Further south, they found that the hospital at N'giva had been evacuated and most of it demolished. The dispensary at Mongua was still open, but was very short of medical supplies, and the delegates left there a small quantity of medicines to cover immediate requirements. The towns and villages to the south of the Kunene River were still only partially inhabited at the time of the delegates' visit, as about 30 to 60 per cent of their inhabitants were

still hiding in the bush. The food situation was found to be very poor, and a plan of assistance was immediately prepared.

It was decided to open a new ICRC sub-delegation at N'giva. On 10 December, two ICRC delegates and a nurse left Lubango for N'giva and the new sub-delegation started its work on 14 December. The delegates began operating the customary tracing activities with an initial exchange of family messages. They examined 117 patients and visited the dispensaries at Namacunde and Omupunda to review the possibility of re-opening them and to assess their needs. Due to the heavy rains, N'giva was not accessible by road and medical supplies were despatched by air.

On 24 December, 5 persons were killed when the displaced persons camp at Chicala Nova was attacked by armed bands. Stocks of food provided by the ICRC for the population were looted, and the people fled to Katchiungo where they received emergency food aid.

In Kuito, the capital of Bie province, the ICRC delegation helped the "Angolan Red Cross" to implement a programme of emergency food assistance for more than 1,000 displaced persons. The ICRC delegates also helped the "Angolan Red Cross" to set up 15 centres, where hot meals are distributed to about 4,500 persons.

Uganda

In November and December, the ICRC delegation in Kampala continued its activities of protection and assistance.

In the West Nile province, the ICRC medical team distributed in November medical supplies, valued at 10,000 Swiss francs, to various dispensaries and supervised three feeding centres which were opened in Arua district. In December, these dispensaries received more medical supplies to a value of about 13,000 Swiss francs.

In the West Nile province and in villages around Kampala, 8,300 kgs (value 58,000 Swiss francs) of relief goods (food, clothing, blankets, cooking pots and soap) were distributed in November to the civilian population affected by the disturbances. In December, after incidents of looting in several villages around Kampala and in the districts of Mukono, Mpigi, Luwero and Koboga, the delegation provided relief assistance (clothes, blankets, cooking pots and soap) to the victims.

The ICRC delegates distributed a total of 1.6 tons of clothes, mattresses, cooking pots, powdered milk, beans and soap to some 3,000 displaced persons at Bukalamuli Mission, about 60 kms north-east of Kampala. In the West Nile region, 1,650 families who had

recently returned from Zaire received a total of 8 tons of milk powder, cooking pots, blankets and soap. A further 15 tons of relief supplies, to a value of about 60,000 Swiss francs, were given to displaced persons in the West Nile region and in the Kampala area, in December.

Aid to detainees and their families in November amounted to about 7,000 kgs of relief supplies, valued at 43,000 Swiss francs. In the period from 30 November to 12 December, the relief distributed to the detainees and their families amounted to a total value of about 41,000 Swiss francs. It consisted of 4.3 tons of fresh fruit, milk and salt and 3.3 tons of soap, disinfectants, mattresses and blankets.

On 12 December, 573 detainees were released from Mbale and Luzira prisons, bringing the total number of prisoners released since January 1981 to 3,334. The ICRC provided material assistance to facilitate their resettlement.

At the beginning of January, the head of the ICRC delegation carried out a survey in the West Nile region together with representatives of the Uganda Government, of the Uganda Red Cross and of the League of Red Cross Societies, to examine the situation and consider the possibility of handing over the relief operations to these Red Cross bodies.

Horn of Africa

The delegate general for Africa, Mr. Jean-Marc Bornet, was in the region of the Horn of Africa from 23 November to 13 December. In the course of his mission he visited Ethiopia, Sudan and Kenya. In each of these countries, he conferred with leaders of the National Red Cross or Red Crescent Society and with government representatives. He also visited, as a matter of course, the ICRC delegations in those countries.

Ethiopia

In Addis Ababa, the ICRC delegate general and the Ethiopian Red Cross agreed that two more delegates should be added to the staff of the ICRC delegation, in order to expand the joint action conducted by the ICRC and the Ethiopian Red Cross in aid of the inhabitants affected by the situation in the north and in the south of the country. The two extra delegates arrived at the ICRC delegation in December.

In December, the ICRC and Ethiopian Red Cross distributed 70 tons of relief to a value of about 160,000 Swiss francs, and medical supplies to a value of about 15,000 Swiss francs.

From July to September 1981, the aid distributed jointly in eight regions of Ethiopia by the ICRC delegation and the National Red

Cross Society had amounted to 410 tons of various relief items (worth about 1,300,000 Swiss francs) and medical supplies to a value of 10,000 Swiss francs.

As a result of talks between the Minister for Foreign Affairs and the ICRC delegate general, an agreement was signed on 24 December by the Ethiopian Government and the ICRC, laying down the ICRC delegation's status in Ethiopia. This agreement, recognizing the delegation's official establishment in the country, will facilitate considerably the performance of its humanitarian mission.

Sudan

In August 1981, a large number of displaced persons (about 10,000) fled from their homes in Eritrea across the Sudanese border and arrived in Kassala district. The ICRC delegation distributed food, clothing, medicaments, tents, cooking utensils and various other relief items.

Under ICRC auspices, a Swiss Red Cross surgical and medical team (4 to 5 persons) has been working without interruption at Kassala Hospital, caring for the victims of the Eritrean conflict and, to a lesser degree, for the sick among the local Sudanese inhabitants. A doctor and a nurse have also been going periodically to treat patients in the Eritrean refugee camps at Khashm-el-Girba and at Kilo 26. Medicaments and medical supplies are provided by the Swiss Red Cross.

Cameroon

At Yaoundé in November, the ICRC delegate general for Africa, Mr. Jean-Marc Borner, attended the third seminar on international humanitarian law, jointly organized by the Henry Dunant Institute and the Cameroon Institute of International Relations. The senior officials, administrators, officers, judges and university professors taking part in the seminar were drawn from a large number of English- and French-speaking African countries. Mr. Borner spoke on the ICRC's activities in Africa and the difficulties it has to overcome in the discharge of its tasks of protection and assistance.

Zaire

In October 1981, the ICRC delegation, which is essentially engaged in protection activities in Zaire, initiated a programme with the aim of spreading information on Red Cross activities. An information expert has been attached since October to the ICRC delegation in

Kinshasa. A new kind of approach is being tried out to pass on the ICRC message to the population: tales and stories, in the African palaver tradition, relate in somewhat flowery style various aspects of the history of the Red Cross and narratives of incidents in the lives of delegates in the course of their work for the ICRC. The telling of such tales by audio-visual means is expected to spread gradually the dissemination programme throughout the country. Contacts have also been instituted with a view to organizing a series of lectures on humanitarian law for the armed forces.

Conflict in the Western Sahara

The ICRC has made further approaches to the two parties to the conflict in the Western Sahara, with a view to reminding them of their commitments under the Conventions.

An offer of services was reiterated, on 24 November 1981, to Mr. Mohamed Abdel Aziz, secretary general of the Polisario Front.

On 11 December, a personal letter addressed to King Hassan II was sent to the Permanent Mission of Morocco at Geneva, pointing out in particular that the ICRC had not visited Algerian and Sahrawi prisoners of war held by the Moroccan armed forces for several years.

In addition, the ICRC decided to request support from the Western Sahara Implementation Committee set up by the Organization of African Unity (OAU) in 1981. A memorandum on this subject was sent, in January, to the Heads of State of the countries members of this committee, i.e.: Kenya, Guinea, Mali, Nigeria, Sierra Leone, Sudan and Tanzania. Copies of this memorandum were sent also to the Heads of State of Mauritania and Algeria.

Latin America

Mission by a Member of the ICRC

From 16 to 21 November 1981, Dr. Athos Gallino, as Vice-President of the International Committee, Dr. Rémi Russbach, ICRC chief medical officer, and Mr. André Pasquier, delegate general for Latin America, went on a mission to *El Salvador* to take stock of the ICRC's activities there.

The ICRC's work in El Salvador since June 1980 was the subject of talks with the President of the Revolutionary Government Junta, H.E. J. N. Duarte, the Minister of Defence, Colonel José Guillermo García, and the chiefs of the National Guard, the National Police and the Policía de Hacienda.

Dr. Gallino also conferred with the President of the National Red Cross Society, Don Ricardo S. López, on matters concerning the aid programme, carried out jointly by the ICRC and the Salvadorean Red Cross, for the civilians who had left their homes because of the fighting.

After their stay in El Salvador, the ICRC representatives went to *Nicaragua*, where they carried out a mission from 21 to 25 November.

They visited the two main places of detention of the country, after which Dr. Gallino, accompanied by Mr. Pasquier and the head of the ICRC delegation, Mr. L. Isler, had talks with Dr. Cordova Rivas, member of the Government Junta, with Cdt. René Vivas, Vice-Minister of the Interior, and with senior officials of the National Penitentiary Service.

In the absence of the President of the National Red Cross Society, the ICRC delegates conferred with its Vice-President and other representatives.

El Salvador

The ICRC delegation continued providing protection and assistance to persons affected by the events.

In November and December, the ICRC delegates carried out altogether 321 visits in 140 places of detention, where they saw 1,825 detainees. Of these, the delegates met 182 detainees for the first time. The others had been seen in the course of previous visits and the delegates had had the opportunity of speaking with them, according with the ICRC's established procedure for visits to places of detention.

The Central Tracing Agency's local office, attached to the ICRC delegation, continued gathering information on missing persons, so as to be able to prepare the summary reports sent to the authorities on protection activities, to facilitate the tracing of those persons and reply to requests for news of relatives. The Tracing Agency office was visited by 900 persons in November and by 1,100 in December, seeking information about relatives of whom they had not had any news. Generally speaking, the Agency is able to provide replies to about a quarter of the tracing requests registered.

The Tracing Agency also undertakes to forward family messages between detainees and those of their families who are in Nicaragua. In the case of mail sent to other Central American countries, the normal postal services are utilized.

In October, the ICRC delegation distributed 324 tons of foodstuffs for 25,000 displaced civilians in villages situated in the conflict areas in the central and eastern parts of the country.

Distributions of relief continued to be made in November and December. Because of military operations in the northern sector of the department of Morazán, the ICRC was unable to send aid to this area for two weeks in December. On the other hand, in the north and centre (in the departments of Chalatenango, Cabañas, San Vicente de Usulután), the assistance operations were extended. Relief supplies were distributed to 3,300 persons in the southern part of the department of Chalatenango.

At the same time, the delegates went with a medical team to Las Vueltas, in the north of Chalatenango, which had been totally cut off from the rest of the country since May 1981. It contained about 1,000 persons who could not move out because of the blockade and had consequently suffered greatly from lack of food and medicaments. In particular, many children were in a state of under-nourishment, and four of them were in such a serious condition that they had to be taken to San Salvador for intensive care.

Mr. de Mulinen, ICRC delegate for the armed forces, arrived on 12 November in San Salvador, where he gave several lectures on international humanitarian law applicable in armed conflicts. The lectures were attended by department commanders, General Staff officers, members of the Gerardo Barrios officers training college, and chiefs of the National Police, the National Guard and the Policía de Hacienda.

Information campaign

The dissemination and information campaign, launched in November 1980, was continued during the whole of 1981. In the state of mounting violence and non-observance of humanitarian law prevailing in El Salvador, the objective of the campaign is twofold: first, to explain and ensure understanding of the principles and role of the Red Cross and of the ICRC, so that the Red Cross emblem should be respected and the delegates' safety guaranteed; secondly, to spread the elementary notions of humanitarian law so as to improve the protection of non-combatants and, in particular, of the civilian population.

With the extensive information campaign broadcast over the commercial radio stations, it is hoped to spread the humanitarian message by means of simple examples taken from actual incidents in the conflict. A score of short messages tell, for instance, of the respect which the work of Red Cross first-aid workers commands, the humane treatment to which captured combatants are entitled, and so on.

Three series of lectures, delivered in the barracks of the armed forces and of the security corps were addressed directly to those who will be one day confronted in the field by the problems involving the observance of humanitarian law. Altogether some sixty lectures were attended by several thousand soldiers and recruits. A leaflet, specially produced for the dissemination programme in El Salvador, was distributed, also, to the combatants fighting for the opposition.

Nicaragua

In November and the first part of December, the ICRC delegation in Nicaragua continued its visits to various places of detention. On 3 November, the delegates visited 31 detainees who had been recently arrested and convicted. On 5 November, they visited the "Ruth Rodriguez" rehabilitation centre at Granada, holding 219 detainees, only 17 of whom belonged to categories of direct concern to the ICRC.

On 11 November, Mr. de Mulinen, ICRC delegate for the armed forces, spoke on humanitarian law applicable in armed conflicts to an audience of about a hundred officers belonging to the army, navy, air force, General Staff and military courts, from the six military regions in Nicaragua.

As the ICRC delegation considered that the guards in the rehabilitation centres should be adequately informed of the ICRC's role and activities, a number of lectures were given to prison personnel by the head of the delegation.

The first lecture was given on 2 November to 85 trainees of the Penitentiary School in Managua. At the end of the lecture, the large number of questions that were put by the audience showed their interest in the subject.

The head of this training centre expressed her willingness for this kind of co-operation and it was agreed that the programme for training future prison guards would include a two-hour course on ICRC activities.

Argentina

From 9 to 13 November, ICRC delegates carried out a visit to Caseros Prison, where they had interviews without witness with 106

of the 160 security detainees. This was the first visit to a place of detention after the adoption of the new procedures, agreed by the Argentine authorities in October. The visit took place under satisfactory conditions, in conformity with those procedures.

Uruguay

In December, Mr. Ed. Corthésy, ICRC regional delegate, went on a mission to Montevideo, for further talks with government officials on the resumption of ICRC visits to places of detention.

Chile

From 7 to 18 December 1981, Mr. Edmond Corthésy and Mr. Karl Schuler, ICRC delegates, and Dr. Philippe Wacker, medical delegate, made a new series of visits to 11 places of detention, in the capital and in the southern part of the country, where they saw 106 detainees held on security grounds. The visits took place in conformity with normal ICRC procedures.

Asia

Programmes on behalf of the Cambodian population

In an earlier issue of the *Review*, we announced the mission carried out, in late October and early November, by ICRC Director of Operations, Mr. J.-P. Hocké; the delegate general for Asia and Oceania, Mr. J. de Courten; and the Chief Medical Officer, Dr. R. Russbach. The results of this survey mission, and ICRC projects in 1982 for the benefit of the Cambodian population, were presented in New York, on 25 November, to representatives of the donor countries, whose financial support allows the ICRC to carry out its tasks of assistance and protection.

Taking into account the general situation at the frontier and in the interior of Kampuchea, the ICRC intends maintaining delegations in Thailand and in Kampuchea, in 1982. Depending on the facilities granted or refused by the governments and the various Khmer groups, in particular for its protection activities, the ICRC will make known the responsibilities that it is able to assume.

In Thailand, the ICRC intends to maintain limited assistance activities, in the medical field particularly. A surgical team will continue to work at Khao-I-Dang, giving priority to treating war wounded. A mobile medical team will work in the frontier camps. A special effort will be made to develop protection activities notably in favour

of Khmer and Vietnamese nationals, both civilian and military, detained by the various parties to the conflict. Protection activities will also be concerned with non-detained persons who find themselves in hostile environments.

In addition, the ICRC will continue with its efforts to disseminate knowledge of humanitarian principles among the different Khmer groups.

In Kampuchea, the ICRC will endeavour to reunite children in centres at the frontier with their parents who have remained in their places of origin. As the major part of medical activities is being taken over by the League, the ICRC will reduce its own. The last distribution to hospitals of medicaments and medical material will take place in June. Free meals will continue to be given to voluntary blood donors, as has been the practice since the beginning of the campaign in October. In addition, negotiations are under way with a view to a rehabilitation project for amputees. The assistance programme to orphanages, which began at the end of 1981, will reach seven more establishments. Surveys are being conducted in the provinces of Kandal, Kompong Som, Kampot and Kratié, with a view to determining the possible needs of orphanages there. As regards protection, negotiations are continuing with the Phnom Penh authorities with a view to obtaining an agreement on visits to categories of prisoners usually protected by the ICRC.

Thailand

The refugee camps situated on the frontier between Thailand and Kampuchea did not experience any serious occurrences in November and December. Only the firing of artillery was heard sporadically, from the interior of Kampuchean territory.

Protection activities continued. ICRC delegates made regular visits to some places of detention at the frontier: the Nong Chan and Phnom Chat camps and the Aranyaprathet prison. However, in spite of repeated requests to the Khmer groups for access to all places of detention, delegates were not able to see persons detained in the Nong Samet camp. At the Phnom Chat camp, Red Cross family message forms were handed over to the local people responsible. In addition, 31 Vietnamese detained at the military penitentiary of Prachinburi province, at Aranyaprathet, were transferred to the Panat Nikhom transit centre.

For several months, the ICRC has been concerned by the situation of refugees of Vietnamese origin, a group considered as being particularly vulnerable. Negotiations have been taking place with the Thai

Government to find a satisfactory solution to the problem of these 870 persons, stranded in the Khmer refugee camps close to the frontier. Up to now, these Vietnamese refugees have been installed at Nong Chan and Samet, others were to be found at Phnom Chat. As months went by, their living conditions deteriorated, the primary reason being the increasing overcrowding of the quarters reserved for them. The ICRC thus decided to agree to the Thai authorities' proposal to reassemble all refugees of Vietnamese origin at Samet. The ICRC has made tents available to provide a temporary shelter for them, it being understood that an agreement remains to be worked out with the Thai Government to ensure effective protection for these refugees.

From 16 to 22 November, an ICRC delegate and doctor carried out a survey in Thai territory, to the north of the frontier region with Kampuchea. Some medicaments, mosquito-nets and blankets were distributed to the local population.

Medical activities continued, with some changes. In December, the Nong Chan hospital which had up to then been under the responsibility of the ICRC, was taken over by the French organization "Médecins sans Frontières". At the ICRC surgical hospital at Kao-I-Dang, a Finnish Red Cross medical team relieved the Australian team.

It was also decided that the central dispensary at Aranyaprathet, which had been placed under ICRC responsibility and where all agencies working at the frontier obtained their supplies, would be handed over to the United Nations organization which should replace UNICEF as from the beginning of 1982. The ICRC has therefore installed a smaller dispensary in the delegation premises, solely for the needs of the surgical team at Kao-I-Dang and the mobile medical team which has to ensure treatment for patients in the frontier camps.

Agency activities have continued both in the field and in Geneva. Principal tasks are the search for missing persons, the exchange of letters between separated persons and the putting together of records on unaccompanied Khmer children in the camps, in order to find their families in Kampuchea.

During November and December, the aeroplane chartered by the ICRC continued to transport aid from Bangkok to Phnom Penh; there was however a break due to difficulties with the Phnom Penh airport administration. During 1981, this aeroplane made some 140 flights and transported more than 700 tons of various aid to Kampuchea.

Kampuchea

In November and December, the search continued for the parents in Kampuchea of unaccompanied Khmer children living in the frontier

camps. At the end of December, the files on 717 children were being examined by the Phnom Penh authorities and up to now 72 families have been found by the Kampuchean Red Cross.

In November, delegates made further visits to five orphanages in Pursat province, two in Prey Veng province and one in the province of Svay Rieng to determine the most urgent needs. These visits were immediately followed by distributions of aid (mattresses, blankets, etc.).

From 1982, the League of Red Cross Societies will take over part of the medical assistance action carried out up to now by the ICRC.

Indonesia

The Indonesian authorities at Jakarta gave their approval for continuing, up to 30 June 1982, the joint aid action carried out by the Indonesian Red Cross and the ICRC in East Timor.

At the beginning of November, Mr. Cédric Neukomm, ICRC delegate, went to Timor where he held talks with the authorities on projected visits to places of detention in Timor. Confirmation was given that the ICRC was authorized to make these visits, which should start at the beginning of 1982.

After very long negotiations, the ICRC received, in November, the agreement of the Cape Verde Government to the repatriation of 77 of its nationals still in East Timor. The Indonesian Government had previously given its assent for these persons to leave Timor.

The repatriation will be a joint operation involving the Office of the High Commissioner for Refugees, which will pay the travel costs, the ICRC, which made the initial approaches and will carry out the practical organization of the repatriation operation, Caritas and the Holy See which will pay for the installation and assistance costs of the repatriated persons for one year.

On 29 December, the first group of eight Cape Verde nationals left Jakarta for their own country. The other persons will be repatriated in groups in the coming weeks.

The Australian Government has informed the ICRC of its intention to make a thousand tons of maize available for Timor. In addition, it will pay the transport costs as far as the port of Dili.

Philippines

During an interview with the President of the ICRC, Mr. Alexandre Hay, the Minister of Defence, Mr. Enrile, gave the Philippine Government's agreement to notify the ICRC each month of all arrests of

opponents ('public order violators'), of transfers of detainees from one place of detention to another, of sentences and releases that occur during the past month.

At the same interview, the Minister of Defence gave his agreement for the ICRC to undertake an information and dissemination campaign among the armed opposition.

It should also be mentioned that while the International Conference of the Red Cross was going on at Manila, a group of political detainees went on a hunger strike and appealed to the International Red Cross. The ICRC took steps to explain to the families of these detainees the objectives of an International Conference of the Red Cross and the limits of ICRC action on behalf of detainees. The detainees then decided to put an end to their hunger strike.

With the assent of the Philippine Government and National Red Cross, the ICRC decided to open, on 1 January 1982, a new regional delegation at Manila, for the Philippines and for East Asia. Mr. Jean-François Olivier, regional delegate of the ICRC, who had resided in Kuala Lumpur up to then, moved to Manila at the beginning of January.

Malaysia

In October, Mr. David Delapraz, ICRC regional delegate, and Dr. Vallet, medical delegate, went to Sabah, a State in Eastern Malaysia, to the north of Borneo, to make contact with the local section of the Malaysian Red Crescent, and with the HCR representative and, with them, to review the action to provide help for Philippine refugees.

Viet Nam

A special flight took place, on 10 December, from Viet Nam to Taiwan, to repatriate 151 Taiwanese nationals, including 134 persons who had been residing in Viet Nam and 17 fishermen who had been imprisoned for having illegally entered Vietnamese territorial waters.

Pakistan

Mr. Jean de Courten, ICRC delegate general for Asia and Oceania, was in Pakistan, from 14 to 21 December, to examine the assistance activities of the ICRC delegation at Peshawar for victims of the Afghan conflict.

As we have noted previously, a fruitful collaboration was established between the ICRC and the Pakistan Red Crescent in assisting the wounded. Three medical teams of the National Society, stationed in the frontier regions, working within the framework of the medical set

up of the ICRC, receive and transport the wounded to the ICRC hospital at Peshawar.

At the beginning of November, this ICRC hospital moved into a new building, also at Peshawar, where all the services are under one roof. The hospital has a capacity of 116 beds and has two operating theatres. Two surgical teams work there, one an ICRC team, the other a Finnish Red Cross team.

In November-December, there were constantly 90-100 wounded being treated in this hospital, an increase of some 15-25 wounded over the figures for September-October. In December, the number of wounded arriving from Afghanistan diminished, the winter conditions making the transport of wounded very difficult.

From 15 June, the date the hospital was opened, until the beginning of December, 400 patients were admitted, more than 500 other persons were treated as out-patients, and more than 1,300 surgical interventions and various consultations took place.

Annexed to the ICRC hospital at Peshawar, the centre for the care of war paraplegics continues its work, which is well appreciated. At the beginning of December, 19 paraplegics were in hospital there, in a separate pavillion, where they are being rehabilitated.

A workshop for producing artificial limbs for war-disabled started to function on 15 November. Simple appliances are made there, using locally available material. The amputees learn to make and repair the appliances which allow them to take up again an active life. A physio-therapist and two orthopedic technicians work there and train the amputees.

It was decided to continue for the moment the medical action on behalf of refugees, especially women and children, in the Adisai camp, near Peshawar. The delegation will perhaps extend this medical action to refugees in other camps neighbouring Adisai, which would bring to about 20,000 the number of persons receiving this medical assistance.

The delegate general met, at Islamabad, the secretary general of the Pakistan Red Crescent and, at Peshawar, the president and the secretary general of the North-West Frontier Province Red Crescent, to evaluate with them the medical organization set up at the frontier to tend casualties.

Mr. de Courten had talks with the leaders of the six Afghan movements represented in Pakistan on the subject of the protection of prisoners. The Afghan movements declared themselves disposed to co-operate with the ICRC so that prisoners that they have captured should be treated in conformity with international humanitarian law.

At Islamabad, Mr. de Courten had talks also with the Minister for Foreign Affairs of the Islamic Republic of Pakistan and with the ambassador of the Soviet Union in that country.

The medical co-ordinator of the ICRC delegation at Peshawar and a delegate carried out a mission to Baluchistan from 9 to 13 December, to examine the situation of Afghan war wounded and the medical structures in this province of Pakistan.

Afghanistan

In December, Mr. François Zen Ruffinen, delegate responsible for the Asian sector at ICRC headquarters in Geneva, went to the embassy of the Democratic Republic of Afghanistan in Paris, where he had talks with the chargé d'affaires on the problems concerning protection and assistance which the ICRC is meeting in the Afghan conflict.

Middle East

Conflict between Iraq and Iran

Prisoners of war

As we mentioned in the previous issue of the *Review*, the ICRC delegation at Baghdad made several visits to camps of Iranian prisoners of war in Iraq, at the end of October and in November.

In Iran, the visits by ICRC delegates to Iraqi prisoners of war were suspended by the authorities, for administrative reasons, from 14 to 31 October, but they continued from 31 October to 24 November. The ICRC delegates then visited camps and hospitals, after which restrictive measures were imposed by the Iranian authorities on the activities of the delegation. No new visits have been made. However, at the request of the authorities, the delegation registered the names of recently captured prisoners of war.

Agency activities on behalf of prisoners of war continued. In addition to the registering of new prisoners, as mentioned above, and the communication of their names to the country of origin, agency activities include the transmission of family messages, which are exchanged through the intermediary of the ICRC.

Repatriation

The repatriation of 37 Iranian civilians, prisoners in Iraq, unilaterally released by the Iraqi authorities, was carried out on 15 December.

These 37 persons, accompanied by ICRC delegates posted at Baghdad, were taken by an Iraqi aeroplane to Larnaka, in Cyprus.

There, they transferred to a Swiss aeroplane chartered by the ICRC, aboard which was the head of the ICRC delegation in Teheran and the ICRC deputy chief medical officer. They were flown to Teheran where they were welcomed by representatives of the authorities and of the Iranian Red Crescent.

Displaced persons

From 25 November to 4 December, the ICRC delegates based in Teheran, in the company of representatives of the Ministry of Foreign Affairs and of the Iranian Foundation for War Victims, made a survey in four provinces (Isfahan, Fars, Khuzistan, Ilam) where at present are to be found the displaced persons who have fled their places of residence in zones occupied by the Iraqi forces or in zones where fighting is going on. There are about 800,000 of these displaced persons and they are being put up provisionally in localities or in camps. The Foundation is feeding and clothing them; it has set up medical centres for them.

One of the first findings of the survey was an urgent need to provide warm clothing for about 130,000 children in the Ilam and Isfahan provinces, where the winter is severe.

The ICRC called on various National Societies to provide children's clothing. Responses were rapid and, by mid-January, the ICRC could count on gifts in kind (120 tons of clothes were promised) and on 132,000 Swiss francs in cash.

Appeal for funds

In view of the deficit in the budget for the Iraq/Iran action for the period 1 April to 31 December 1981, a new urgent appeal for funds was launched, on 4 December, by the ICRC to governments and to National Societies.

Israel and occupied territories

The ICRC delegate general for the Middle East, Mr. Jean Hoeffiger, went on a mission to Israel and the occupied territories from 11 to 17 November. With the ICRC delegates, he examined the general

situation and ICRC activities; he also had various interviews with representatives of the authorities and with members of the federation of local Red Crescent groups on the West Bank.

The ICRC delegation continued with its visits to security detainees under interrogation (191 visits in November and 254 in December) as well as to those awaiting trial or sentenced in the places of detention controlled by the Prison Service (Tulkarem, Neve-Tirza, Nafha, Jenin, Beit-Maatsar, Gaza, Kfar Yona, Beersheva, Ramallah and Hebron).

From the beginning of November to the end of January, an ICRC doctor visited all these prisons and talked with the responsible medical personnel of the Prison Service about his conclusions.

In November and December, a number of persons travelled across the demarcation lines, under ICRC auspices: three persons went into Jordan, by the Allenby bridge; three released Lebanese detainees were repatriated; a family reuniting, from the Golan to Syria, took place on 5 November.

Tension ran high in the occupied territories, where numerous incidents have occurred, and the delegation is ready to face up to humanitarian needs as they arise. At the end of November, a hunger strike was undertaken by the detainees in Tulkarem prison, which had been visited on 7 November. The delegation made a special visit to this prison on 7 December, and another one to the Gaza prison.

Following the destruction of seven houses and the walling up of one house by the Israeli authorities, the ICRC sent a memorandum to the Permanent Mission of Israel at Geneva, protesting against these measures and reminding it of the provisions of the Geneva Conventions.

During the months of November and December, the delegates made two surveys, one in the occupied territories of Central Sinai and one in the Golan.

Jordan

The sixth series of visits to places of detention in Jordan took place from 28 September to 26 November, in accordance with ICRC procedures. The delegates visited 2,926 detainees, including 47 women, in 17 places of detention, civil and military prisons.

In December, talks took place with the Minister of Health, the Director of Public Security and the Director of the General Intelligence Department. The delegates reported on their findings in the places of detention.

Three special visits were made to the prison of Mahatta and the Zarqa military prison.

During November and December, the delegation also continued with its visits to security detainees under interrogation (81 visits).

Lebanon

The ICRC delegate general for the Middle East, Mr. Jean Hoeffliger, visited Lebanon, from 5 to 11 November, to review the situation with the ICRC delegation.

At the end of 1981, the country experienced a period of relative calm such that, while completing aid, medical or other programmes that it had begun, the ICRC got ready to hand over its activities, little by little, to the League of Red Cross Societies, which would resume in Lebanon its traditional role of assistance outside periods of crisis. If the situation were to worsen, the ICRC delegation would again take over.

Yemen Arab Republic

Mr. P. Küng, regional delegate of the ICRC, was in the Yemen Arab Republic from 24 November to 18 December and visited some 2,000 prisoners in nine places of detention, including the Sana'a central prison, where about 200 political or security detainees are held. Previous visits to the Sana'a prison took place last year, and all other places of detention where only penal law detainees are incarcerated, were last visited in 1976/77.

It is very difficult to determine in which category persons detained in Sana'a central prison are to be placed, because delegates were not permitted to interview detainees without witnesses.

Mr. Küng held talks with the Minister of the Interior and with Security officials and a reply is expected soon as to the possibility of completing this visit in keeping with ICRC practice.

Assistance action followed the visit to the places of detention. It consisted in disinfestation and the distribution of soap, mattresses and blankets for the women, and medicaments, to a value of 20,000 Swiss francs.

Mr. Küng also met the Ministers of Health and of the Interior and the secretary general of the "Yemeni Red Crescent". An assistance programme in the south of the country, with funds still available for the benefit of victims of the conflict (handicapped and displaced persons) was envisaged. The local ICRC employee at Sana'a will report on the situation of displaced persons.

Messages from Israel and prayer books in Hebrew were distributed to the Jewish community in North Yemen.

Kuwait

From 19 to 22 December 1981, Mr. P. Küng, ICRC regional delegate, participated in the Arabic Seminar on Humanitarian and Social Assistance to the Handicapped, organized by the Kuwaiti Red Crescent. Representatives of the Red Cross and Red Crescent Societies of the Gulf States, Yemen, the Sudan, Egypt, Lebanon, Libya, Jordan and Syria, and of the "Palestinian Red Crescent" took part in this seminar. The reports presented and a visit to rehabilitation centres, showed how important the work for the benefit of handicapped persons was considered by the Kuwaiti National Society, which is very active in this field.

The possibilities for even closer contact and rapid and effective mutual aid between Arab National Societies were also discussed by the participants.

Mr. Küng spoke of the ICRC and the League, describing their respective roles, and more particularly the current activities of the ICRC.

Europe

Poland

On 18 December 1981, a mission, composed of Mr. F. Schmidt, ICRC delegate general for Europe and North America, Dr. R. Russbach, chief medical officer, and Miss F. Perret, went to Warsaw, in order to evaluate needs and offer the services of the ICRC, to provide aid and protection.

The ICRC delegates met the responsible officers of the Polish Red Cross and some government representatives, including the Vice-Minister of Foreign Affairs, Mr. Wijacz; the Vice Prime Minister, Mr. Ozdowski; and officials of the Ministries of Justice, Labour and Health. A conversation also took place with the Primate of Poland, Mgr Glomp.

These first contacts enabled the ICRC representatives to gather information relating to needs and to the situation of internees under the authority of the Ministry of the Interior and the Ministry of Justice. The interlocutors agreed to co-operate with the ICRC and accorded it the facilities necessary for its activities.

It was initially envisaged that the League would co-ordinate aid action for Poland. At the beginning of December, an appeal for 11 million Swiss francs was launched for this purpose, then the League launched a supplementary appeal, bringing the sum requested up to 20 millions Swiss francs. The aid distributed should reach 70,000 aged and deprived persons, 20,000 children considered to need social assistance and some 60,000 babies.

Discussions took place between the League and the ICRC to co-ordinate International Red Cross action in Poland. On 23 December, an agreement was concluded between the two institutions according to which the responsibility for action in Poland was assigned to the ICRC. On this basis, the following organization was set up: in Geneva, a "Poland operation group", and in Warsaw, a delegation including League and ICRC personnel.

A joint mission of the two organizations was decided upon; it included Mr. R. Jäckli, member of the Committee, Mr. Schmidt and Miss Mercier for the ICRC, and Mr. Hoegh, new Secretary General of the League, and Mr. Stroh. Four tons of medicaments to a value of 90,000 Swiss francs were sent with the same aeroplane. This new mission had the task of continuing discussions with the Polish Red Cross and the authorities with a view to co-ordinating the humanitarian action of the International Red Cross in favour of the persons most affected by the situation. The joint mission ended on 30 December, leaving in Warsaw an ICRC delegation of five persons.

Soviet Union

Mrs D. Bindschedler, member of the ICRC, and Mr. F. Schmidt, ICRC delegate general for Europe and North America, went on mission to the Soviet Union from 30 November to 9 December and visited Moscow, Leningrad and Kiev.

In each of these three towns, Mrs Bindschedler held a conference on international humanitarian law for some 200 students from the faculty of law of the State universities. Mr. Schmidt presented a report on the current activities of the ICRC. Then, a discussion was held with lecturers and some students. This was the first time that the ICRC had made such a mission to the USSR.

In addition, the ICRC representatives visited the Ministry of Foreign Affairs, where Mr. F. Schmidt gave a report on ICRC activities throughout the world.

Among the different contacts established in the course of this mission, mention should be made of the visit paid to the Ukrainian Red Cross and the meeting with the Executive Committee of the Alliance of Soviet Red Cross and Red Crescent Societies, in Moscow.

The *International Review of the Red Cross* welcomes articles on subjects relating to international humanitarian law and the Red Cross.

Such articles must, however, comply with the following rule: they must avoid all reference to current political situations or events and sterile controversies on political, religious or racial topics.

Manuscripts may be submitted in French, English, Spanish or German. They should if possible be typewritten and must not exceed 12,000 words, with a minimum of footnotes.

Authors are requested to send their contributions to the editor of the *International Review* (address on page 3 of the Review), without failing to indicate their address.

ADDRESSES OF NATIONAL SOCIETIES

- AFGHANISTAN (Democratic Republic) — Afghan Red Crescent, Pul-i Artan, *Kabul*.
- PEOPLE'S SOCIALIST REPUBLIC OF ALBANIA — Albanian Red Cross, 35, Rruga e Barrikadave, *Tirana*.
- ALGERIA (Democratic and People's Republic) — Algerian Red Crescent Society, 15 bis, Boulevard Mohamed V, *Algiers*.
- ARGENTINA — Argentine Red Cross, H. Yrigoyen 2068, 1089 *Buenos Aires*.
- AUSTRALIA — Australian Red Cross, 206, Clarendon Street, *East Melbourne 3002*.
- AUSTRIA — Austrian Red Cross, 3 Gusshausstrasse, Postfach 39, *Vienna 4*.
- BAHAMAS — Bahamas Red Cross Society, P.O. Box N 91, *Nassau*.
- BAHRAIN — Bahrain Red Crescent Society, P.O. Box 882, *Manama*.
- BANGLADESH — Bangladesh Red Cross Society, 34, Bangabandhu Avenue, *Dacca 2*.
- PEOPLE'S REPUBLIC OF BENIN — Red Cross of Benin, B.P. 1, *Porto Novo*.
- BELGIUM — Belgian Red Cross, 98 Chaussée de Vleurgt, 1050 *Brussels*.
- BOLIVIA — Bolivian Red Cross, Avenida Simón Bolívar, 1515, *La Paz*.
- BOTSWANA — Botswana Red Cross Society, Independence Avenue, P.O. Box 485, *Gaborone*.
- BRAZIL — Brazilian Red Cross, Praça Cruz Vermelha 10-12, *Rio de Janeiro*.
- BULGARIA — Bulgarian Red Cross, 1, Boul. Biruzov, *Sofia 27*.
- BURMA (Socialist Republic of the Union of) — Burma Red Cross, 42 Strand Road, Red Cross Building, *Rangoon*.
- BURUNDI — Red Cross Society of Burundi, rue du Marché 3, P.O. Box 324, *Bujumbura*.
- CAMEROON — Cameroon Red Cross Society, rue Henry-Dunant, P.O.B. 631, *Yaoundé*.
- CANADA — Canadian Red Cross, 95 Wellesley Street East, *Toronto, Ontario, M4Y 1H6*.
- CENTRAL AFRICAN REPUBLIC — Central African Red Cross, B.P. 1428, *Bangui*.
- CHILE — Chilean Red Cross, Avenida Santa María 0150, Correo 21, Casilla 246V., *Santiago*.
- CHINA (People's Republic) — Red Cross Society of China, 53 Kannien Hutung, *Peking*.
- COLOMBIA — Colombian Red Cross, Carrera 7a, 34-65, Apartado nacional 1110, *Bogotá D.E.*
- CONGO, PEOPLE'S REPUBLIC OF THE — Croix-Rouge Congolaise, place de la Paix, *Brazzaville*.
- COSTA RICA — Costa Rican Red Cross, Calle 14, Avenida 8, Apartado 1025, *San José*.
- CUBA — Cuban Red Cross, Calle 23 201 esq. N. Vedado, *Havana*.
- CZECHOSLOVAKIA — Czechoslovak Red Cross, Thunovska 18, 118 04 *Prague 1*.
- DENMARK — Danish Red Cross, Dag Hammarskjöld Allé 28, Postboks 2600, 2100 København Ø.
- DOMINICAN REPUBLIC — Dominican Red Cross, Apartado Postal 1293, *Santo Domingo*.
- ECUADOR — Ecuadorian Red Cross, Calle de la Cruz Roja y Avenida Colombia, 118, *Quito*.
- EGYPT (Arab Republic of) — Egyptian Red Crescent Society, 29, El-Galaa Street, *Cairo*.
- EL SALVADOR — El Salvador Red Cross, 17 Av. Norte y 7a. Calle Poniente, Centro de Gobierno, *San Salvador*, Apartado Postal 2672.
- ETHIOPIA — Ethiopian Red Cross, Rass Desta Damtew Avenue, *Addis Ababa*.
- FIJI — Fiji Red Cross Society, 193 Rodwell Road, P.O. Box 569, *Suva*.
- FINLAND — Finnish Red Cross, Tehtaankatu 1 A, Box 168, 00141 *Helsinki 14/15*.
- FRANCE — French Red Cross, 17 rue Quentin Bauchart, F-75384 *Paris CEDEX 08*.
- GAMBIA — The Gambia Red Cross Society, P.O. Box 472, *Banjul*.
- GERMAN DEMOCRATIC REPUBLIC — German Red Cross in the German Democratic Republic, Kaizerstrasse 2, DDR 801 *Dresden 1*.
- GERMANY, FEDERAL REPUBLIC OF — German Red Cross in the Federal Republic of Germany, Friedrich-Ebert-Allee 71, 5300, *Bonn 1*, Postfach (D.B.R.).
- GHANA — Ghana Red Cross, National Headquarters, Ministries Annex A3, P.O. Box 835, *Accra*.
- GREECE — Hellenic Red Cross, rue Lycavittou 1, *Athens 135*.
- GUATEMALA — Guatemalan Red Cross, 3ª Calle 8-40, Zona 1, *Ciudad de Guatemala*.
- GUYANA — Guyana Red Cross, P.O. Box 351, Eve Leary, *Georgetown*.
- HAITI — Haiti Red Cross, Place des Nations Unies, B.P. 1337, *Port-au-Prince*.
- HONDURAS — Honduran Red Cross, 7a Calle, 1a y 2a Avenidas, *Comayagüela, D.M.*
- HUNGARY — Hungarian Red Cross, V. Arany János utca 31, *Budapest V. Mail Add.: 1367 Budapest 5, Pf. 249*.
- ICELAND — Icelandic Red Cross, Nótúni 21, 105 *Reykjavik*.
- INDIA — Indian Red Cross, 1 Red Cross Road, *New Delhi 110001*.
- INDONESIA — Indonesian Red Cross, Jalan Abdul Muis 66, P.O. Box 2009, *Djakarta*.
- IRAN — Iranian Red Crescent, Avenue Ostad Nejatollahi, Carrefour Ayatollah Taleghani, *Teheran*.
- IRAQ — Iraqi Red Crescent, Al-Mansour, *Baghdad*.
- IRELAND — Irish Red Cross, 16 Merrion Square, *Dublin 2*.
- ITALY — Italian Red Cross, 12 via Toscana, *Rome*.
- IVORY COAST — Ivory Coast Red Cross Society, B.P. 1244, *Abidjan*.
- JAMAICA — Jamaica Red Cross Society, 76 Arnold Road, *Kingston 5*.
- JAPAN — Japanese Red Cross, 1-3 Shiba-Daimon 1-chome, Minato-Ku, *Tokyo 105*.
- JORDAN — Jordan National Red Crescent Society, P.O. Box 10 001, *Amman*.
- KENYA — Kenya Red Cross Society, St. John's Gate, P.O. Box 40712, *Nairobi*.
- KOREA, DEMOCRATIC PEOPLE'S REPUBLIC OF — Red Cross Society of the Democratic People's Republic of Korea, *Pyongyang*.
- KOREA, REPUBLIC OF — The Republic of Korea National Red Cross, 32-3Ka Nam San-Dong, *Seoul*.
- KUWAIT — Kuwait Red Crescent Society, P.O. Box 1350, *Kuwait*.
- LAO PEOPLE'S DEMOCRATIC REPUBLIC — Lao Red Cross, P.B. 650, *Vientiane*.
- LEBANON — Lebanese Red Cross, rue Spears, *Beirut*.
- LESOTHO — Lesotho Red Cross Society, P.O. Box 366, *Maseru*.

- LIBERIA** — Liberian National Red Cross, National Headquarters, 107 Lynch Street, P.O. Box 226, *Monrovia*.
- LIBYAN ARAB JAMAHIRIYA** — Libyan Arab Red Crescent, P.O. Box 541, *Benghazi*.
- LIECHTENSTEIN** — Liechtenstein Red Cross, *Vaduz*.
- LUXEMBOURG** — Luxembourg Red Cross, Parc de la Ville, C.P. 404, *Luxembourg*.
- MALAGASY REPUBLIC** — Red Cross Society of the Malagasy Republic, rue Patrice Lumumba, *Antananarivo*.
- MALAWI** — Malawi Red Cross, Hall Road, *Blantyre* (P.O. Box 30080, Chichiri, *Blantyre* 3).
- MALAYSIA** — Malaysian Red Crescent Society, JKR 2358, Jalan Tun Ismail, *Kuala Lumpur* 11-02.
- MALI** — Mali Red Cross, B.P. 280, *Bamako*.
- MAURITANIA** — Mauritanian Red Crescent Society, B.P. 344, Avenue Gamal Abdel Nasser, *Nouakchott*.
- MAURITIUS** — Mauritius Red Cross, Ste Thérèse Street, *Curepipe*.
- MEXICO** — Mexican Red Cross, Avenida Ejército Nacional n° 1032, *México* 10 D.F.
- MONACO** — Red Cross of Monaco, 27 boul. de Suisse, *Monte Carlo*.
- MONGOLIA** — Red Cross Society of the Mongolian People's Republic, Central Post Office, Post Box 537, *Ulan Bator*.
- MOROCCO** — Moroccan Red Crescent, B.P. 189, *Rabat*.
- NEPAL** — Nepal Red Cross Society, Tahachal, P.B. 217, *Kathmandu*.
- NETHERLANDS** — Netherlands Red Cross, P.O.B. 30427, 2500 GK *The Hague*.
- NEW ZEALAND** — New Zealand Red Cross, Red Cross House, 14 Hill Street, *Wellington* 1. (P.O. Box 12-140, *Wellington North*.)
- NICARAGUA** — Nicaragua Red Cross, D.N. Apartado 3279, *Managua*.
- NIGER** — Red Cross Society of Niger, B.P. 386, *Niamey*.
- NIGERIA** — Nigerian Red Cross Society, Eko Aketa Close, off St. Gregory Rd., P.O. Box 764, *Lagos*.
- NORWAY** — Norwegian Red Cross, Drammensveien 20 A, *Oslo* 2, Mail add.: *Postboks 2338, Solli, Oslo* 2.
- PAKISTAN** — Pakistan Red Crescent Society, National Headquarters, 169, Sarwar Road, *Rawalpindi*.
- PAPUA NEW GUINEA** — Red Cross of Papua New Guinea, P.O. Box 6545, *Boroko*.
- PANAMA** — Panamanian Red Cross, Apartado Postal 668, Zona 1, *Panamá*.
- PARAGUAY** — Paraguayan Red Cross, Brasil 216, *Asunción*.
- PERU** — Peruvian Red Cross, Jirón Chancay 881, *Lima*.
- PHILIPPINES** — Philippine National Red Cross, 860 United Nations Avenue, P.O.B. 280, *Manila* D 2803.
- POLAND** — Polish Red Cross, Mokotowska 14, *Warsaw*.
- PORTUGAL** — Portuguese Red Cross, Jardim 9 Abril, 1 a 5, *Lisbon* 3.
- QATAR** — Qatar Red Crescent Society, P.O. Box 5449, *Doha*.
- ROMANIA** — Red Cross of the Socialist Republic of Romania, Strada Biserica Amzei 29, *Bucarest*.
- SAN MARINO** — San Marino Red Cross, Palais gouvernemental, *San Marino*.
- SAUDI ARABIA** — Saudi Arabian Red Crescent, *Riyadh*.
- SENEGAL** — Senegalese Red Cross Society, Bd Franklin-Roosevelt, P.O.B. 299, *Dakar*.
- SIERRA LEONE** — Sierra Leone Red Cross Society, 6A Liverpool Street, P.O.B. 427, *Freetown*.
- SINGAPORE** — Singapore Red Cross Society, 15 Penang Lane, *Singapore* 0923.
- SOMALIA (DEMOCRATIC REPUBLIC)** — Somali Red Crescent Society, P.O. Box 937, *Mogadishu*.
- SOUTH AFRICA** — South African Red Cross, 77, de Villiers Street, P.O.B. 8726, *Johannesburg* 2000.
- SPAIN** — Spanish Red Cross, Eduardo Dato 16, *Madrid* 10.
- SRI LANKA (Dem. Soc. Rep. of)** — Sri Lanka Red Cross Society, 106 Dharmapala Mawatha, *Colombo* 7.
- SUDAN** — Sudanese Red Crescent, P.O. Box 235, *Khartoum*.
- SWAZILAND** — Baphalali Swaziland Red Cross Society, P.O. Box 377, *Mbabane*.
- SWEDEN** — Swedish Red Cross, Fack, S-104 40 *Stockholm* 14.
- SWITZERLAND** — Swiss Red Cross, Rainmattstr. 10, B.P. 2699, 3001 *Berne*.
- SYRIAN ARAB REPUBLIC** — Syrian Red Crescent, Bd Mahdi Ben Barake, *Damascus*.
- TANZANIA** — Tanzania Red Cross Society, Upanga Road, P.O.B. 1133, *Dar es Salaam*.
- THAILAND** — Thai Red Cross Society, Paribatra Building, Chulalongkorn Memorial Hospital, *Bangkok*.
- TOGO** — Togolese Red Cross Society, 51 rue Boko Soga, P.O. Box 655, *Lomé*.
- TONGA** — Tonga Red Cross Society, P.O. Box 456, *Nuku'alofa*.
- TRINIDAD AND TOBAGO** — Trinidad and Tobago Red Cross Society, Wrightson Road West, P.O. Box 357, *Port of Spain*, Trinidad, West Indies.
- TUNISIA** — Tunisian Red Crescent, 19 rue d'Angleterre, *Tunis*.
- TURKEY** — Turkish Red Crescent, Yenisehir, *Ankara*.
- UGANDA** — Uganda Red Cross, Nabunya Road, P.O. Box 494, *Kampala*.
- UNITED KINGDOM** — British Red Cross, 9 Grosvenor Crescent, *London, SW1X 7EJ*.
- UPPER VOLTA** — Upper Volta Red Cross, P.O.B. 340, *Ouagadougou*.
- URUGUAY** — Uruguayan Red Cross, Avenida 8 de Octubre 2990, *Montevideo*.
- U.S.A.** — American National Red Cross, 17th and D Streets, N.W., *Washington, D.C.* 20006.
- U.S.S.R.** — Alliance of Red Cross and Red Crescent Societies, I. Tcheremushkinskii proezd 5, *Moscow* 117036.
- VENEZUELA** — Venezuelan Red Cross, Avenida Andrés Bello No. 4, Apart. 3185, *Caracas*.
- VIET NAM, SOCIALIST REPUBLIC OF** — Red Cross of Viet Nam, 68 rue Bà-Triệu, *Hanoi*.
- YUGOSLAVIA** — Red Cross of Yugoslavia, Simina ulica broj 19, *Belgrade*.
- REPUBLIC OF ZAIRE** — Red Cross of the Republic of Zaire, 41 av. de la Justice, B.P. 1712, *Kinshasa*.
- ZAMBIA** — Zambia Red Cross, P.O. Box R.W.1, 2837 Brentwood Drive, *Lusaka*.